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# **basic research report**

## **model cities district plan**

### **San Jose, California**

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CITY OF SAN JOSE  
PLANNING DEPARTMENT  
MODEL CITIES PROGRAM

Barton-Aschman Associates, Inc.  
Chicago, Washington D.C.,  
Minneapolis-St. Paul, San Jose





**BASIC RESEARCH REPORT  
MODEL CITIES DISTRICT PLAN  
SAN JOSE, CALIFORNIA**

**City of San Jose  
Planning Department  
Model Cities Program**

**Barton-Aschman Associates, Inc.  
Chicago, Washington, D.C., Minneapolis-St. Paul, San Jose**

**March, 1973**

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## 1.

### INTRODUCTION

The Model Cities District of San Jose is a diverse area, including some of the oldest and newest development in Santa Clara County. Early in 1971, the City Planning Department and the Model Cities Agency set in motion a program which will lead to the preparation of a District land-use plan and intermediate-term implementation program. The plan is to specify the kinds of land-use to be permitted in the District, and the location of existing and proposed public facilities. The implementation program will cover priorities for the spending of public funds and other actions needed to achieve the plan's objectives.

Model Cities District residents, considering all social and economic indicies, are confronted by a variety of problems in greater degree than their neighbors in San Jose and Santa Clara County. Thus, the context for the preparation of a land-use plan is one requiring recognition of the social impact of the plan's proposals.

The objectives of this report are as follows:

1. To summarize the relevant physical, social, and economic characteristics of the Model Cities District which are most significant in the land-use planning for the District.
2. To provide analyses of the background data in sufficient depth to arrive at fundamental planning options open to municipal authorities and citizen groups.

The Model Cities District boundaries are shown in Figure 1. The District includes four distinct areas: Gardner, Olinder, Mayfair, and Tropicana, with Gardner and Mayfair being further divided into subareas. The District overall is somewhat larger than the Model Cities area; the subareas designated as the North and South Extensions of Gardner and the Northeast Extension of Mayfair were added for planning purposes, but are not within the official boundaries of the Model Cities area.

### SCOPE OF BACKGROUND STUDIES

The Background Studies undertaken led to these previously published reports.

1. *Building Conditions Analysis; San Jose Model Cities District*, Barton-Aschman Associates, Inc.

2. *Economic Background Report Memoranda* (population, labor force, and commercial and industrial land-use), Larry Smith and Company.
3. *Preliminary Study of Soil and Foundation Conditions, Model Neighborhood Development Plan*, Woodward-Lundgren Associates.
4. *Community Needs in the San Jose Model Cities District* (an attitude survey of District residents), Barton-Aschman Associates, Inc., and W. V. Rouse Associates, Ltd.

Major background study topics covered in this report include the following:

1. Land-use.
2. Community Facilities.
3. Traffic and Transportation.
4. Public Policies.
5. Physical Features and Environment.

## PLANNING ORGANIZATION

The Model Cities District Plan is related to the basic planning and administrative organization of the city and, particularly, the Model Cities Program.

### Local Participants

The keystone of the planning organization is the Model Cities Working Coalition, made up of citizen representatives of the Neighborhood Assemblies and representatives of the following: City Planning Department, Model Cities Staff attached to the Housing and Environmental Task Force, San Jose Redevelopment Authority, the Planning Commission, the Department of Public Works, the Department of Parks and Recreation, and the Office of Intergovernmental Affairs.

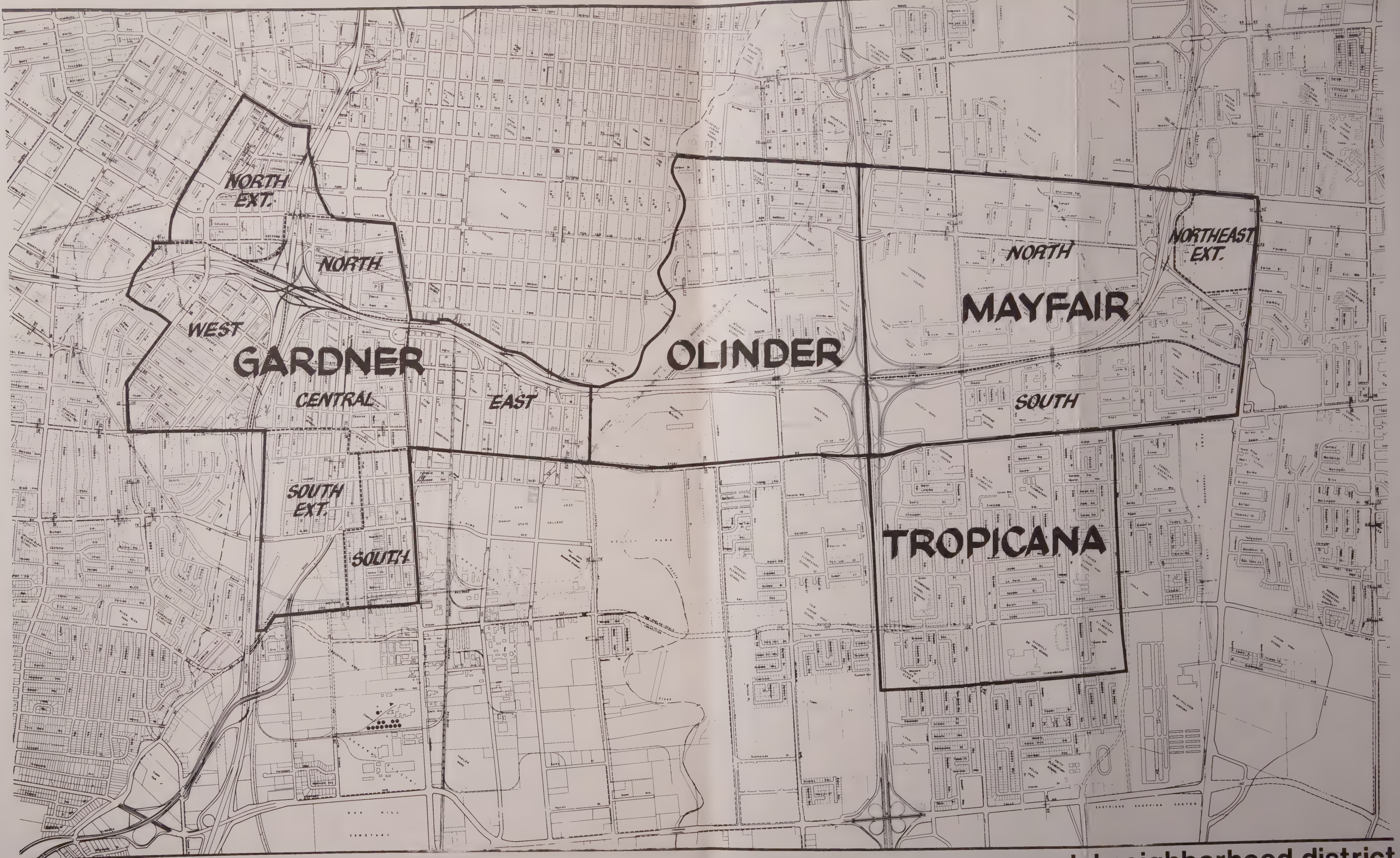
The Assembly of each neighborhood is comprised of elected representatives, certain of whom in addition to their Assembly responsibilities serve on the various task forces. Model Cities District Planning falls under the jurisdiction of the Housing and Environmental Task Force.

### Consultant Team

The consultant team includes the following firms:

1. Barton-Aschman Associates, Inc.,—prime consultant and land-use/transportation planners.
2. W. V. Rouse Associates, Ltd.—social planners.
3. Larry Smith and Company—economic and market analysts.
4. Woodward-Lundgren Associates—soils engineers.











## THE PLANNING SEQUENCE

Figure 2, Work Sequence Diagram, shows the sequence of the planning process for the Model Cities District Plan. This report, along with the Statistical Supplement and the Sketch Plan Report, marks the full completion of the Background Studies. Concurrent with the preparation of this report, members of the four neighborhood Assemblies were studying various sketch plan options. This sketch plan review process is to lead to expressions of neighborhood preferences as to land-use and priorities in implementation.

### Final District Plan

The remaining steps in the work program require the preparation of a preliminary District plan which will be reviewed by concerned city agencies and Model Cities units. After this round of reviews (and amendment as necessary), the plan in final recommended form will go through the adoptio process starting at the Neighborhood Assemblies and ending with action by the City Council.



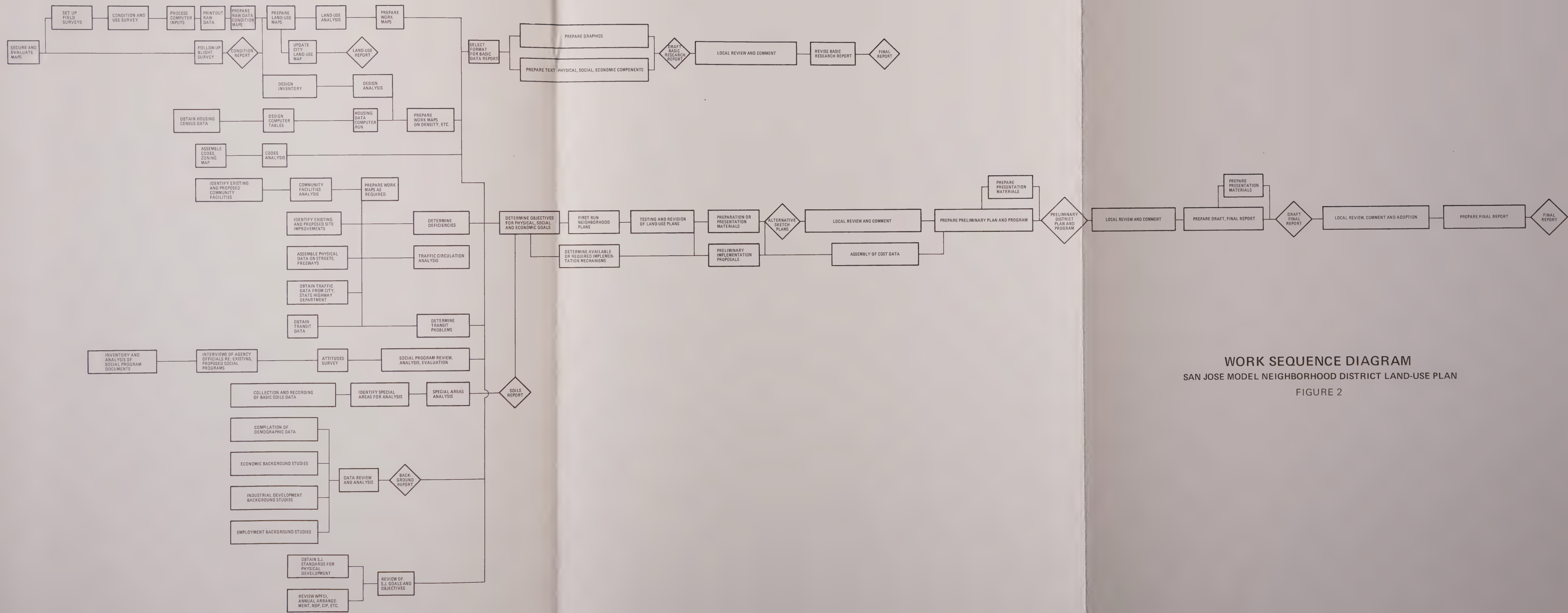


## BACKGROUND STUDIES

## ANALYSIS AND PLAN DEVELOPMENT

## PRELIMINARY PLAN

## FINAL REPORT



WORK SEQUENCE DIAGRAM  
SAN JOSE MODEL NEIGHBORHOOD DISTRICT LAND-USE PLAN  
FIGURE 2





## 2.

### FACTORS INFLUENCING DISTRICT PLANNING

In effect, the city has designated the District as a separate planning area (one of several in San Jose). The purpose of this chapter is to introduce other planning activities which impact upon the District Plan or require some degree of coordination with District planning.

#### THE PHYSICAL SETTING

The four neighborhoods comprising the District extend approximately five miles from just south of San Jose's Central Business District eastward across the Santa Clara Valley. Two of the neighborhoods—Olinder and Mayfair—have distinct boundaries; that is, natural features, major arterial streets, freeways, or expressways. The Tropicana Neighborhood is made up of about one-half of a subdivision development constructed during the late 1950s and early 1960s. Gardner is a composite of several sub-neighborhoods which, like Tropicana, were identified and set apart on the basis of economic and social indicators rather than physical boundaries.

The relatively flat District is drained by four narrow watercourses: Silver Creek cuts diagonally across the Mayfair Neighborhood on the east; Coyote Creek is the boundary of the Olinder and Gardner Neighborhoods; the Guadalupe River splits the Gardner area; while Los Gatos Creek flows through the Gardner North Extension. Frequently completely dry, these watercourses offer the potential for flooding of practically the entire District.

The District is predominantly residential in land-use. Gardner and the northern parts of Olinder and Mayfair contain some of the oldest homes in San Jose. Post-World War II subdivisions are features of Olinder, Mayfair, and Tropicana. With the exception of Tropicana neighborhood, the District is marked by numerous strip commercial, industrial, and commercial land-uses interspersed with residential development, and by major deficiencies in public improvements and facilities. In addition, there is an apparent relationship between the social and economic character of the neighborhoods and the physical problems to which the District Plan will be primarily addressed; in general, streets are in poorest condition where homes are run down.

Part of the explanation of this relationship lies in the fact that development occurred, as in Mayfair, prior to annexation to the city. Indeed, parts of Olinder and Mayfair encompassed by District boundaries still have not been incorporated into the city. This

*county* land is given over primarily to low-density development, including trailer parks, or is vacant. With the exception of private streets in mobile home parks, roadway pavement, sidewalks, and curb and gutters are generally absent or in poor condition in the county parts of the District. Although the county land is not directly under the jurisdiction of the City of San Jose, there is in existence a working agreement which will result in the imposition of District Plan requirements upon unincorporated areas within the District.

The District lies astride major transportation corridors. The Bayshore and the Sinclair Freeways are the predominant visual and physical features of the District, even though the latter is not yet complete. Southern Pacific and Western Pacific mainline tracks cross the Gardner and Olinder neighborhoods, respectively.

The result of the existing physical arrangement is that there are numerous enclaves of housing set apart by natural features or man-made railroads, freeways, and heavily traveled arterial streets. Some of these enclaves are comprised of good housing, a few of very poor housing, but most are showing the effects of use, age, or inadequate original construction. Moreover, public facilities serving these homes, with notable exceptions, are generally of a standard well below that of the newer parts of San Jose.

## THE MODEL CITIES PROGRAM

A Model Cities Area, by definition, is one in which a variety of social and economic problems are evident. At the outset of the Model Cities Program, the City Demonstration Agency identified the kinds of problems affecting Model Cities Area residents. These problems were assembled into 11 groups or problem areas. Figure 3, Model Cities Problem Areas as Related to Physical Plan, shows the direct and indirect relationships or linkages between specific problems and physical planning. The directly related problems most frequently identified in terms of physical planning are in the three areas of Housing, Environmental Development, and Transportation. A linkage appears in other problem areas, primarily through (1) an identified lack of physical facilities or (2) a transportation inadequacy. More generally, the District's economic inadequacies pervade all other identified problem areas to some degree.

### Housing

Some of the Model Cities identified problems bear a direct relationship to the physical plan. These may be stated as follows:

- The housing stock is generally old, Tropicana being the principal exception. Rehabilitation and property maintenance are needed.
- Single-family residential is giving way to multiple-family residential.
- There are some dilapidated (substandard) buildings, many in areas of mixed land-use.



FIGURE 3  
MODEL CITIES PROBLEM AREAS AS RELATED TO PHYSICAL PLAN

MANPOWER/JOB	EDUCATION	ECONOMIC DEVELOPMENT	HOUSING	SOCIAL SERVICES	HEALTH	CRIME AND DELINQUENCY	TRANSPORTATION	COMMUNICATION	ENVIRONMENTAL DEVELOPMENT	RECREATION AND CULTURE
<ul style="list-style-type: none"> <li>1. Lack of education, social, economic opportunities (Little Foundation for remedial education).</li> <li>2. Discrimination.</li> <li>3. Lack of training opportunities.</li> <li>4. Employer overhire practices.</li> <li>5. Job information deficit.</li> <li>6. Formal education, irrelevant to jobs.</li> <li>7. Construction trade entry requirements.</li> <li>8. Industry sensitivity (lack).</li> <li>9. Inadequacy of existing job training.</li> <li>10. Lack of child care facilities.</li> <li>11. Unemployment compensation, unavailable to agricultural workers.</li> <li>12. Absence of public transportation system.</li> <li>13. Employer ignorance of problems of disadvantaged.</li> <li>14. Traditional employer evaluation methods.</li> <li>15. Insufficient legal assistance (garnishment).</li> <li>16. Shift of economy from agricultural to technical and industrial base.</li> <li>17. Language barrier.</li> <li>18. Union membership barrier.</li> <li>19. Small business problems in hiring youth.</li> <li>20. School hour and employment needs conflict.</li> <li>21. Inadequate youth training programs.</li> <li>22. Civil Service impediments.</li> <li>23. Inadequate youth summer training programs.</li> <li>24. Employment opportunity not directed toward job training or career experiences.</li> </ul>	<p>A. STAFFING</p> <ul style="list-style-type: none"> <li>1. Tracking system.</li> <li>2. Teacher shortage.</li> <li>3. Training costs.</li> <li>4. Inadequate recruitment.</li> <li>5. Lack of incentives.</li> <li>6. Lack in service programs.</li> <li>7. Lack counseling program.</li> <li>8. Holding power.</li> <li>9. Lack staff--student communication.</li> <li>10. Lack staff community communications.</li> <li>11. Inadequate staff training.</li> <li>12. Latent racism.</li> <li>13. Absentee staffs.</li> </ul> <p>B. CURRICULUM</p> <ul style="list-style-type: none"> <li>1. Irrelevance of curriculum.</li> <li>2. High drop-out rate.</li> <li>3. Uniqueness of M. N. students.</li> <li>4. Defeatist attitude.</li> <li>5. Inadequate materials.</li> <li>6. College dictated curriculum.</li> <li>7. Textbook dictated curriculum.</li> <li>8. Shortage of materials.</li> <li>9. Overcrowded classes.</li> <li>10. Unrealistic dress and behavior standards.</li> <li>11. Lack adult models.</li> <li>12. Low-tax base--assessed valuation.</li> <li>13. Lack diagnostic and prescriptive program.</li> <li>14. Inadequate library services.</li> <li>15. Outdated buildings.</li> <li>16. Outmoded curriculum.</li> <li>17. Middle-class school environment.</li> <li>18. Deteriorating performance levels.</li> </ul>	<ul style="list-style-type: none"> <li>1. Low-income environment.</li> <li>2. High values discourage new industries.</li> <li>3. Lack of bank assistance to small businesses.</li> <li>4. Traditional loan guidelines inadequate.</li> <li>5. "Risk" as defined by business community.</li> <li>6. Lack of capital for M.N. businessman.</li> <li>7. No reserve acquisition.</li> <li>8. Absence of management training.</li> <li>9. Inability to post bonds--small contractor.</li> <li>10. Business curriculum lacking in educational process.</li> </ul>	<ul style="list-style-type: none"> <li>1. Rental conditions. <ul style="list-style-type: none"> <li>a. Low-vacancy rate.</li> <li>b. Tenant selection highly selective.</li> <li>c. Landlords irresponsible re: maintenance.</li> <li>d. Overcrowding.</li> <li>e. Multiple-family residency.</li> <li>f. Rent subsidy limited.</li> </ul> </li> <li>2. Soaring land and material prices.</li> <li>3. High labor costs.</li> <li>4. High taxes and interest rates. <ul style="list-style-type: none"> <li>a. Impedes low-moderate housing construction (unprofitable and uneconomical for private builders).</li> <li>b. Discourages landlord improvements.</li> </ul> </li> <li>5. Public opposition to low-income housing.</li> <li>6. Sixteen (16) percent substandard housing. ) NDP area.</li> <li>7. Fifty-eight (58) percent need rehabilitation. )</li> <li>8. Wooden houses--limited life span.</li> <li>9. Lack of renter motivation to upgrade property. <ul style="list-style-type: none"> <li>a. Limited finances.</li> <li>b. Lack of home repair knowledge.</li> <li>c. Profusion of dilapidated buildings, mixed land-uses.</li> </ul> </li> <li>10. Concentration of lower income--minority residents geographically.</li> </ul>	<ul style="list-style-type: none"> <li>1. Concentration of low-income households.</li> <li>2. Unemployment and under-employment.</li> <li>3. Lack of job advancement opportunities.</li> <li>4. Discrimination in employment.</li> <li>5. Outdated inadequate welfare system.</li> <li>6. Legislative resistance and public misunderstanding.</li> <li>7. Lack of financial resources.</li> <li>8. Resistance of agencies to social change.</li> <li>9. Inadequate education.</li> <li>10. Lack of representation on policy-making boards.</li> </ul>	<ul style="list-style-type: none"> <li>1. Lack of private practitioners.</li> <li>2. Low income.</li> <li>3. Inadequate transportation.</li> <li>4. Fragmented services.</li> <li>5. Underutilization of present resources. <ul style="list-style-type: none"> <li>a. Language cultural barriers.</li> <li>b. Inaccessible facilities.</li> <li>c. Lack of knowledge re: health matters.</li> <li>d. Lack of insurance.</li> <li>e. Inconvenient clinic hours.</li> <li>f. Long waiting periods.</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>1. Low-income levels.</li> <li>2. Lack of recreational leisure activities.</li> <li>3. Fear of reporting incidents of crime.</li> <li>4. Apathy toward involvement.</li> <li>5. Sensitivity and skepticism toward law enforcement agencies.</li> <li>6. Lack of rehabilitation-probation programs.</li> <li>7. Widespread narcotic use.</li> <li>8. Inadequate legal and (bail) systems and services.</li> </ul>	<ul style="list-style-type: none"> <li>1. Narrow streets, inconsistent widths.</li> <li>2. Blind intersections.</li> <li>3. Unsafe pedestrian conditions, school children.</li> <li>4. Much traffic on residential streets.</li> <li>5. Railroad switching operations at peak traffic hours.</li> <li>6. Deteriorating public transit system.</li> </ul>	<ul style="list-style-type: none"> <li>1. Residents not responsive to mass media (language) (cost factors).</li> <li>2. Residents prefer entertainment program, over news programs.</li> <li>3. Terminology used by government agencies incomprehensible to residents. <ul style="list-style-type: none"> <li>a. Above lead to lack of representation in authoritative bodies and lack of organizational strength, apathy.</li> <li>b. Above lead to inability, to evaluate program effectiveness.</li> </ul> </li> <li>4. Elected representatives not supported by Model Neighborhood.</li> <li>5. Upward mobility weakens Spanish-speaking unity.</li> <li>6. Language barrier.</li> </ul>	<ul style="list-style-type: none"> <li>1. Mixed and incompatible land-uses.</li> <li>2. Scattered annexation.</li> <li>3. Poor zoning policies.</li> <li>4. Lack of benefits from Urban Renewal Code enforcement.</li> <li>5. Failure to organize against unwanted land-uses.</li> <li>6. Deviation from land-use recommendations.</li> <li>7. Vacant, abandoned structures.</li> <li>8. Front lawn car repair operations.</li> <li>9. Apathy--alienation.</li> <li>10. Unpaved sidewalk, streets.</li> <li>11. Poor street lighting.</li> <li>12. Inadequate storm sewers, sanitary sewers.</li> <li>13. Lack of public facilities.</li> <li>14. Lack of visual character.</li> <li>15. Sinclair and Guadalupe Freeways--divisive, disruptive effect on social cohesiveness (relocation problems).</li> </ul>	<ul style="list-style-type: none"> <li>Lack of recreational facilities programs, personnel.</li> <li>a. Lack of financial resources.</li> <li>b. Shortage of physical structures.</li> <li>c. Poor public transportation.</li> </ul>

■ DIRECT RELATIONSHIP TO PHYSICAL PLAN

▲ INDIRECT RELATIONSHIP TO PHYSICAL PLAN

○ NO RELATIONSHIP TO PHYSICAL PLAN





## Environmental Development

Here the direct links are mostly housing-related.

- Streets, sidewalks, street lighting, storm sewers, and similar public improvements are poor or nonexistent.
- Past deviations from land-use recommendations.
- Vacant or abandoned structures.
- Mixed, incompatible land-use.

## Transportation

The transportation deficiencies include:

- Deteriorating public transportation system.
- Heavy traffic on residential streets, with unsafe conditions for pedestrians.
- Streets are blocked by railroads.

The District Plan, as a result of this prior problem identification by Model Cities, should respond to specific and direct needs within the District.

## PRECEDENT AND CONCURRENT PLANNING ACTIVITIES

The planning context in the Model Cities District also is shaped by other governmental activities already under way.

### Freeway Construction

Two freeways are in various stages of development. The Sinclair Freeway (I-280 and I-680) runs east-west through the Mayfair, Olinder, and Gardner Neighborhoods. The I-280 portion west of the Bayshore Freeway opened in December, but will not be in full use until the complete interchange with the Bayshore is completed. Interstate Route I-680, scheduled for completion in 1974, extends northeast from the Bayshore through Mayfair. The Guadalupe Freeway will run north-south through the Gardner Neighborhood, with the portion north of the Sinclair Interchange to be under construction in 1974. The portion south of the Sinclair is not now programmed for construction.

The long-term effect of this freeway system will be to improve the accessibility of the Model Cities District and, conversely, increase accessibility to the region by motorists living in the Model Cities District. These freeways and their interchanges constitute *givens*, with possible minor exceptions. The major impact of the freeways will be felt in terms of (1) redistribution of traffic on District streets and (2) noise affecting nearby land-use.



## The Core Area Plan

This plan was completed within the past year. It generally sets forth land development guidelines for the Central Business District and nearby areas. The traffic circulation element of the plan deals with problems which are still under active discussion and which impact upon the Model Cities District. An example is the treatment of San Carlos Street in the vicinity of San Jose State University.

The entire matter of east-west collector—distributor streets in Gardner is potentially subject to reexamination as part of the District Plan. However, a key element of north-south movement—the two-way use of Vine Street north of Sinclair Freeway—is accepted as a given.

The Central Core Plan area overlaps the District in the Gardner North subneighborhood. It calls for medium- to high-density residential and the Plaza de Guadalupe to utilize this land. The Plaza Plan calls for a combination of neighborhood convenience shopping facilities and area-wide specialty stores and restaurants.

## Transit Planning

Organization for mass transportation planning underwent radical alterations during the period of the background studies. The Santa Clara County Transit District replaced the San Jose-Palo Alto Transit Authority, and a proposed Model Cities Agency application for a federal demonstration grant was being held locally for further study. In regard to the District Plan, it is assumed that the public transportation issue focus should be on meeting present-day needs with a system which has the potential to be put into operation within a short-term period. This infers that the provision of such a level of service would not be delayed to await long-term systemic decisions at the county level as to mode, equipment design, routes, or finances.

## Flood Control

The Santa Clara Flood Control District has arranged with the U.S. Corps of Engineers to undertake a study of Silver Creek. This study was to take approximately 18 months and would supplement earlier studies of other watercourses in the District. Because flooding must be dealt with in terms of the entire drainage area of a stream, the District Plan is to approach the problem in terms of the environment created by the Silver Creek, whatever its ultimate flood control characteristics.

## Housing Policies and Programs

In this area, again, there was considerable activity during the past nine months. Generally speaking, the City Council moved toward a policy of dispersal of low- and moderate-income housing in low-density settings throughout the city. However, a referendum which would have authorized additional public housing units was defeated in November. In the

meantime, the Housing and Environmental Task Force has set forth guidelines which tend to prevent the Model Cities area from being the sole receiving area for such housing, a policy in which they are encouraged by the U.S. Department of Housing and Urban Development.

The city's housing element of the General Plan (Phase 1) puts the issue in positive terms, however. Among other goals, the city as a matter of policy, seeks "to provide a variety and mix in housing types and to provide an adequate choice of housing for persons of all income levels in San Jose."

### Federal Programs

Over the years, the City of San Jose has used many federal programs such as urban renewal, sewer and water grants, and open space grants. Two activities are of special note at this time.

1. *The Annual Arrangement.* This is an administrative consolidation of all programs involving grants-in-aid channeled to San Jose through the U.S. Department of Housing and Urban Development (HUD). The significance of this consolidation is that it probably will serve as a prototype for articulation of city-wide developmental priorities *if* the so-called Special Revenue Sharing Program is enacted by Congress. Thus, implementation of District Plan Proposals may have to be folded into both the annual arrangements process and the city's capital budget, rather than separate, categorical federal programs.
2. *The Neighborhood Development Program (NDP).* Perhaps the most significant annual arrangement program in terms of the impact on the Model Cities District, NDP covers a portion of the North Mayfair neighborhood undertaken by the San Jose Redevelopment Authority. (A small adjacent area is covered by a conventional urban renewal project.) The NDP mechanism is the one most suited to bring about desirable change through redevelopment or rehabilitation over a relatively short period of time, although it is being phased out as a categorical program.

### School Planning

The Model Cities District is served by the following school districts: San Jose Unified, Alum Rock, East Side High School, and Franklin-McKinley Elementary. A number of issues affect the portion of the Model Cities District within San Jose Unified. Most significant is the question of replacement, if any, of facilities closed as a result of the Field Act, with the focus primarily in the Gardner Neighborhood. A voter-approved trade of land between the city and school district has paved the way for early construction of a replacement elementary school to serve the San Jose Unified portion of the Olinder Neighborhood.

### City Parks and Recreation

The city has scheduled for construction new recreation centers in Olinder and Mayfair, expansion of Biebrach Park in Gardner, and further development of Hillview Center near



Tropicana. Martin Park in Olinder is to be developed near Jeanne Avenue. New swimming pools are programmed for Mayfair and Gardner.

### County Parks and Bikeways

Santa Clara County and the City of San Jose have adopted a plan for the improvement of the Coyote Creek watercourse as a linear park. An arterial bikeway system, with three routes crossing the District, also has been approved by the county and city. These plans are accepted as *givens* for Model Cities District Planning.

### Airport Planning

The flight paths of both San Jose Municipal and Reid-Hillview (county) airports cross parts of the District. Gardner and Tropicana Neighborhoods are subjected to airplane noise, which is undesirable in residential areas. The airports present a complex issue which cannot be addressed within the District planning framework. However, the Airport Land-use Commission has jurisdiction over parts of the District and new construction in this area will be subject to its approval.

## IMPLICATIONS FOR DISTRICT PLANNING

Prior and concurrent planning impacting on the District suggests that the area is far from static. The District Plan, then, should provide coordinated direction to future physical change. Such change can only occur within economic, social, and governmental parameters. The remainder of this report will identify what, in the judgment of the consultant, constitutes the economic and social parameters for change.

A general comment regarding government is in order here. Over the long term, it must be recognized that fundamental changes in federal-local relationships are occurring. Once pervasive through its numerous programs of categorical assistance, the federal government may be in the process of creating relatively few programs, a feature of which would be considerable local government discretion as to how assistance funds are to be used. Moreover, because it is a demonstration program, Model Cities will at some point in time cease to be a separate, federally-funded activity. While it is possible to predict that a change will occur in the way San Jose is organized to reach decisions concerning the Model Cities District, the resultant decision-making structure and process remain to take shape.

However, if the District planning activity is to bear fruit, the following minimum conditions should exist during the plan implementation period.

1. The Model Cities District's unique problems should continue to have an administrative focus within city government responsible for continued and, where necessary, improved coordination of all public activity impacting on the District and its people.
2. Because of demonstrated need, the District's claim to funds for public improvements and facilities should rank high in the city's overall priority system.

3. The implementation targets resulting from the plan adoption process should be considered as real ones at all levels of local government.
4. Because the problems of the District are unique—either in character or in scale—implementation of the plan should be undertaken in a spirit of experimentation open to use of innovative techniques.





### 3. POPULATION AND HOUSING

The purpose of this chapter is to describe a profile of the people residing in the District, the housing in which they reside, and the land-use trends affecting them. The focus of this chapter is problem identification and analysis.

#### POPULATION

It is estimated that in 1970 the Model Cities District had a population of 48,137 persons—roughly 10,000 per square mile. The neighborhood count, both in order of total population and density, is as follows:

Tropicana	14,033
Gardner	13,750
Mayfair	12,714
Olinder	7,640

A close examination of population data indicates wide variation from neighborhood-to-neighborhood in several significant characteristics: household composition (size, age, etc.); minority group representation, and income.

#### Gardner Neighborhood

The Gardner Neighborhood, one of the oldest in the city, experienced a population drop of some 2,700 people between 1960 and 1970, largely as a result of the demolition required for the Sinclair Freeway.

Approximately 44 percent of the population is Spanish-American. Many of the foreign-born Spanish-Americans (40 percent) immigrated to the United States prior to 1945. The Black population is quite small and increased only slightly from 1960 to 1970.

Over 32 percent of the residents are in single-person households. These are made up primarily of elderly persons, college students (particularly in East Gardner), and unmarried persons.

The 1970 Census data indicates that the Gardner Neighborhood is in several respects the poorest of the four Model Cities Neighborhoods. Twenty-three percent of the families and 60 percent of the unrelated individuals have incomes less than \$4,000 per year. Poverty indicators as defined by the Census show that more than 20 percent of families and 53 percent of unrelated individuals were below the poverty level. One in five elderly persons (age 65 or over) was below poverty level.

#### Olinder Neighborhood

The population of the Olinder Neighborhood increased by some 1,200 people during the 1960-1970 period, mainly as a result of new subdivisions.

The Spanish-American population comprises about 40 percent of the total, and the immigration statistics indicate that this group has the smallest share of recent immigrants of any of the four neighborhoods.

The Olinder neighborhood is similar to Gardner in that it has higher-than-average ratios of unrelated individuals and the elderly, many of whom are at or below the poverty level. Among families, 20 percent have annual incomes of less than \$4,000, while another 28 percent are only slightly above this level.

#### Mayfair Neighborhood

The North Mayfair Area experienced a 10-year population reduction of 10 percent while the population of South Mayfair increased ninefold. Overall, the neighborhood population grew by 40 percent.

Over half (52 percent) of the population was Spanish-American, highest ratio of any of the four neighborhoods; many moved to this country from Mexico during the period 1960-1970. The Black population also increased in North Mayfair from eight percent in 1960 to 12 percent in 1970, and in South Mayfair from two percent in 1960 to 14 percent in 1970.

Families predominate overwhelmingly. Only 10 percent of the population is in the non-family categories. However, 14 percent of the families have a female head of household. The families are generally large, with a result that large portions of the population were preschool or school-age children as of 1970.

The Mayfair population showed the greatest education deficiencies, with over 70 percent of the persons over 25 years of age not having completed high school, about twice the average for the city as a whole or for Santa Clara County. Almost half of the Mayfair families are at, or not much above, the poverty level.

#### Tropicana Neighborhood

The Tropicana neighborhood was under development as a subdivision during the 1960s,

### 3. POPULATION AND HOUSING

The purpose of this chapter is to describe a profile of the people residing in the District, the housing in which they reside, and the land-use trends affecting them. The focus of this chapter is problem identification and analysis.

#### POPULATION

It is estimated that in 1970 the Model Cities District had a population of 48,137 persons—roughly 10,000 per square mile. The neighborhood count, both in order of total population and density, is as follows:

Tropicana	14,033
Gardner	13,750
Mayfair	12,714
Olinder	7,640

A close examination of population data indicates wide variation from neighborhood-to-neighborhood in several significant characteristics: household composition (size, age, etc.); minority group representation, and income.

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### Tropicana Neighborhood

The Tropicana neighborhood was under development as a subdivision during the 1960s,

and its population more than doubled during the 10-year period. Families tend to be large—an average of 5.28 persons per dwelling unit.

About 46 percent of the population is Spanish-American, most of whom were born in the United States. However, among immigrants, about half moved to the United States since 1960.

Ninety percent of Tropicana residents live in families, but over 11 percent have female heads of households. Over 40 percent are in the school-ages (six to 18). Of the persons of 25 years of age, nearly 60 percent have not graduated from high school.

Income levels are higher than in the other three neighborhoods. While poverty-level families are less than in the rest of the District, they are considerably more numerous, proportionally, than for the city and county.

### Summary

The characteristics of the neighborhoods vary considerably from one neighborhood to another. Gardner and Olinder have high incidences of poor single persons and poor elderly, while Mayfair and Tropicana are characterized more by large families, crowding, and changing racial composition. In general, however, the neighborhoods have much in common—the most significant factor being very low incomes.

In economic terms, the housing characteristics described below are a function of the existing income deficiencies which, in turn, are related in part to the economic prospects for the city and region.

## HOUSING

There was a net gain of 1,192 housing units in the District between 1960 and 1970, from 12,358 to 13,550 units. This modest 10-year growth rate of 9.7 percent was well below that of the city as a whole (97.8 percent).

### Housing Value and Costs

The Census report covered values of owner-occupied units and rents of renter-occupied units for a total of 11,333 of the total of 12,358 units. This data, organized by number of bedrooms, is shown in Tables 1 and 2. These tables indicate the special role of the District in the overall housing supply in San Jose.

### Owner-Occupied Housing

The District contains 5.8 percent of the city's owner-occupied units covered by the Census report (see Table 1). The data shows quite clearly that the District provides a

Table 1

## NUMBER OF OWNER-OCCUPIED UNITS BY VALUE AND NUMBER OF BEDROOMS

Value	Number of Bedrooms					Total	Percent of City Supply
	0-1	2	3	4	5 or more		
Under \$5,000	0	0	0	0	0	0	0.0%
\$ 5,000 to \$ 9,999	86	100	15	21	0	222	37.7
\$10,000 to \$14,999	77	378	169	0	0	624	21.0
\$15,000 to \$19,999	203	515	1,117	158	3	1,996	15.5
\$20,000 to \$24,999	86	456	619	81	25	1,267	5.4
\$25,000 to \$34,000	18	107	123	36	48	332	1.1
\$35,000 or more	0	6	36	22	27	91	0.9
District Total:	470	1,562	2,079	318	103	4,532	5.8%
City Total:	1,470	11,037	41,723	19,884	3,517	77,631	100.0%
District as Percent of City	31.9%	14.1%	4.9%	1.5%	2.9%	5.8%	

Source: U.S. Census, Barton-Aschman Associates, Inc.

Table 2

## NUMBER OF RENTER-OCCUPIED UNITS BY RENT AND NUMBER OF BEDROOMS

Monthly Rent	Number of Bedrooms					Total	Percent of City Supply
	0	1	2	3	4 or more		
Under \$40	4	0	0	23	0	27	10.7%
\$ 40 to \$ 59	49	165	190	111	0	515	34.0
\$ 60 to \$ 79	139	312	186	103	0	740	21.9
\$ 80 to \$ 99	86	456	619	81	25	1,267	24.1
\$100 to \$149	148	784	1,724	377	44	3,077	14.0
\$150 to \$199	0	48	441	475	16	980	7.9
\$200 or more	0	0	13	50	23	86	2.0
No cash rent	0	34	41	34	0	109	11.2
District Total:	426	1,799	3,214	1,254	108	6,801	13.3%
City Total:	2,767	15,008	20,468	9,049	1,949	51,241	100.0%
District as Percent of City	15.4%	12.0%	15.7%	13.9%	5.5%	13.3%	

Source: U.S. Census, Barton-Aschman Associates, Inc.



significant share of the small (two-bedrooms or less) and lower-value housing (under \$20,000) available to owner-occupants. Overall, 44.7 percent of the housing units in the District are owner-occupied. This compares with 59.3 percent in the city. Occupancy patterns vary by neighborhood as follows:

	<u>Owner-occupied</u>	<u>Renter-occupied</u>
Gardner	35.0%	60.1%
Olinder	41.4	53.1
Mayfair	40.0	54.1
Tropicana	72.1	24.9
Total:	44.7%	50.4%

### Renter-Occupied Housing

Table 2 shows the distribution by contract, rent level, and number of bedrooms. The District contains 13.3 percent of all rental units reported in San Jose. Fully one-third of all units in the city renting under \$60 per month are located in the District, as are almost one-fourth of all units between \$60 and \$100 per month. Again, there is a disproportionate share of units with two bedrooms or less.

### Structural Condition

In general, the structural condition of buildings within the District as reported in the *Building Condition Analysis* is relatively good. Of some 10,607 structures surveyed, nine percent showed critical defects in foundations, walls, and/or roof and roof structure. Another six percent exhibited major defects in one or more of these building components. Conversely 85 percent of the structures were in sound condition or showed minor deficiencies.

The neighborhood-by-neighborhood situation was as follows:

	<u>Percent Major Deficient</u>	<u>Percent Critical</u>
Gardner	9%	11%
Olinder	6	8
Mayfair	3	6
Tropicana	0	0
Total:	6%	9%

With the exception of the Gardner Neighborhood, there is very little concentration of critically- or major-deficient structures. In Mayfair and Olinder, several small "soft spots" of severely deteriorated housing exist. The number of structures in these areas is relatively small. Rather, these two neighborhoods are more generally characterized by random distribution of critically deficient structures among good housing. Depending on the sub-neighborhood involved, there is a need for preventive maintenance or rehabilitation.

Tropicana, as noted, has very few buildings with severe problems. However, there are a number of vacant buildings which have gone into default or have been abandoned. Tropicana, for reasons that will be discussed later, also could benefit from a general program of preventive maintenance.

Given the age of structures in the neighborhood, Gardner presents a more serious picture. There is a much greater tendency toward concentration of run-down structures. Most housing in the North Extension is severely blighted. There also are concentrations of run-down structures of three to five scattered blocks in North, Central, South, and West Gardner. The data suggests that Gardner would require some clearance to effectively deal with substandard conditions. However, such efforts should be accompanied by rehabilitation.

It should be noted that the Model Cities Program has sponsored a rehabilitation demonstration block in West Gardner and offers limited help, on request, through its roving maintenance unit. Another major effort in South Gardner is contemplated in the Third Program Year.

### Crowding of Housing Units

It was noted above that much of the housing in the District is in small units of two bedrooms or less. Census data also shows that the housing is relatively crowded.

The Census standard for crowding is based on whether or not there is more than one person per room living in a unit. Overall, 7.3 percent of all units in San Jose are crowded by this indicator. All of the neighborhoods in the District substantially exceed this overall coverage.

Gardner	13.2%
Olinder	14.0
Mayfair	27.4
Tropicana	28.6
Total:	19.8%

### City Housing Policies

There are three basic expressions of local housing policy which bear on the District Plan. These are the previously mentioned City Housing Goals Statement, the city zoning ordinance and the housing code.

### *Housing Goals*

The City Housing Goals were delineated in August, 1972. Described broadly, these goals provide for use of specific programs and for supporting administrative and legislative actions at the local level.

The keystone of the goals statement is its aim of achieving variety in housing type and choice of housing at all income levels. As indicated in Tables 1 and 2, there is relatively little spread in housing size and costs within the Model Cities District. While it is highly desirable that lower-income units be geographically dispersed, the defeat of the November, 1972 referendum suggests the extent of the difficulty of achieving this goal, even in part, as it pertains to public, low-income housing. Two issues can be framed in relation to the District Plan:

1. To what extent should the District Plan encourage a greater economic mix within the District?
2. Assuming at this point that it is both possible and desirable to bring about a greater choice within the District, can such efforts be made independent of progress outside the District? (Under present regulations, federal assistance for low- and moderate-income housing would be restricted.)

### *Existing Zoning*

As a general rule, the existing zoning reflects the existing land-uses. There are four areas in which there is some deviation. These are as follows:

1. *Gardner North*. Almost all of the area is zoned for commercial use. However, much of the area so zoned is in single-family, detached housing. Gardner North is clearly within the influence of the Central Business District and is undergoing transition toward downtown related uses.
2. *Gardner North Extension*. This area is industrially zoned, and a similar transition has been occurring.
3. *South Gardner and South Extension*. Land near the railroads in the south and western boundaries is industrially zoned in close proximity to housing.
4. *Olinder*. The belt of industrial zoning associated with the Western Pacific Railroad track north of William Street is substantially wider than the existing industrial uses, and includes numerous residential properties.

More generally, the San Jose zoning ordinance is one of the most complex encountered by Barton-Aschman Associates. This complexity is of such nature as to permit wide latitude to the Plan Commission and the City Council in acting upon proposed development.

### *Housing Code*

The city's housing code contains the standards of most such codes. However, enforcement of the occupancy standards, based upon minimum square-footage per bedroom per occupant, is clearly difficult for municipal authorities. It is apparent from the population, bedroom, and overcrowding data that a significant number of units do not meet code standards. Indeed, it is apparent that in at least a few cases, unconverted garages are being used for sleeping purposes.



## Summary

The foregoing problems suggest the following:

1. There is a need for rehabilitation of housing, particularly the older units. Given the very intensive use of even the newer housing, as in South Mayfair and Tropicana, efforts should be pointed toward the prevention of future blight.
2. Actions which would alter the supply of smaller, low-value or low-rent units should be closely coordinated with a replacement program. As the Kaiser Report points out, there is a very real need not only for replacement, but also a city-wide need for low-income housing units which can be expected to increase through the remainder of the 1970s.

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#### 4. ECONOMIC OVERVIEW

The purpose of this chapter is to provide an overview of the economic data related to employment and development opportunities. A detailed discussion is provided in the Economic Background Report.

#### EMPLOYMENT STRATEGY

Key selected economic indicators for the Model Cities District, the City of San Jose, and the San Jose Standard Metropolitan Statistical Area (SMSA) are summarized in Table 3. As shown in the top portion of the table, the occupations of the employed Model Cities residents differ markedly from those of the City of San Jose and the San Jose Metropolitan Area as a whole, in two significant ways: first, there is less than half as great a percentage of professionals, managers, and administrators in the Model Cities area and, second, the Model Cities area exceeds the Metropolitan Area substantially in the percentage of operatives, services, and laborers.

The Model Cities residents have a higher percentage of unemployment than the City of San Jose or the San Jose SMSA. In addition, the education levels of persons over 25 are lower, in that a smaller percentage of Model Cities residents have completed high school than in the City of San Jose or in the San Jose SMSA. Finally, in terms of the distribution of income, a higher percentage of Model Cities residents are in the lower income brackets than in either the City of San Jose or the San Jose SMSA.

Thus, in economic overview terms, it is apparent that Model Cities District residents are not equal participants in the economic mainstream of the City of San Jose and the San Jose Metropolitan Area. A key issue, then, is how can the planning program for the Model Cities Area create a greater opportunity for Model Cities residents to increase their economic opportunities by participating more fully in the future economic growth of the metropolitan area? The first step to achieve the foregoing is to identify the sectors in which the economic growth of the metropolitan area will occur and, second, how the District residents can participate in that growth.

The major employment growth from 1960 to 1971 occurred in the following categories:

Manufacturing  
Trade

Table 3  
MODEL CITIES DISTRICT AND COMPARATIVE AREAS KEY POPULATION  
CHARACTERISTICS, 1970

	Model Cities District	City of San Jose	San Jose SMSA
<u>Occupation of Employed</u>			
Professionals, Managers, and Administrators	13%	28%	33%
Sales Workers	4%	8%	8%
Clerical Workers	14%	18%	18%
Craftsmen	15%	14%	12%
Operatives	28%	14%	13%
Services	17%	12%	11%
Laborers	9%	5%	4%
Total:	100%	100%	100%
<u>Unemployed</u>			
	12%	7%	6%
<u>Education</u>			
Persons over age 25 who have completed high school	36%	64%	69%
<u>Distribution of Family Income</u>			
Less than \$4,000	18%	9%	8%
\$4,000 to \$9,999	46%	25%	26%
Over \$10,000	36%	66%	66%
Total:	100%	100%	100%

Source: U.S. Census, Urban Economic Division, Larry Smith & Company, Inc.

## Services Government

In recent years, the categories above have accounted for the vast majority (85 percent) of the new jobs and are expected to account for the majority of jobs in the future. Thus, the job opportunities in the above categories are of prime importance to Model Cities residents.

### Locational Access

There are basically two ways to increase the job opportunities for Model Cities residents in terms of locational access to employment: either the residents must have the means available to them to travel to jobs located elsewhere in the metropolitan area or the jobs must be located in the vicinity of the Model Cities District. The recent and planned future roadway improvements will substantially increase the opportunities for those Model Cities residents owning automobiles to travel to jobs located elsewhere within the metropolitan area. The planning program should capitalize on the excellent highway access system linking the Model Cities Area with other portions of the metropolitan area to insure that mobility is available to Model Cities residents to travel conveniently within the total metropolitan area. In addition, planning for public transportation service should be monitored carefully so that the transit systems further strengthen the access link between the Model Cities Area and the job potentials of the metropolitan area as a whole.

It should be noted that the access improvements, while allowing Model Cities residents to travel to places of employment located elsewhere in the metropolitan area, also can be used to attract industry to locate in close proximity to the Model Cities Area. In general, there is a locational pattern of manufacturing employment within the metropolitan area moving from the northwest toward the southeast, related to factors such as land availability, land price, and access improvements. The District is in an excellent position to capitalize on this locational trend.

### Other Opportunities

In addition to the above job opportunities, other employment opportunities, both existing and planned, have been identified.

*Trade.* Major opportunities exist in employment centers such as Eastridge.

*Services.* The Model Cities Area is in close proximity to the San Jose Central Business District and the San Jose Airport. In major metropolitan areas throughout the country, both of the above areas contain large concentrations of service type employment and, thus, the location of these major employment concentrations in close proximity to the Model Cities Area is a most positive factor.

*Government.* Again, the Model Cities Area is in a very fortuitous position in that both the seat of city and county government, i.e., the civic center, a state and federal office building, and San Jose State University all are in proximity to the Model Cities Area.



*Manufacturing.* A major industrial park area north of the airport has been partially developed and will be the location of extensive industrial development close to the Model Cities Area.

In summary, the overall strategy recommended for dealing with the locational aspect of increasing employment opportunities for Model Cities residents and, thus, their income potentials, is as follows:

- Capitalize on the outstanding existing and planned access system linking the Model Cities Area with major employment concentrations throughout the San Jose Metropolitan Area.
- Maximize the participation of Model Cities residents in the dynamic growth in employment projected for the San Jose Metropolitan Area in coming years.
- Strengthen linkages between the major centers of employment located in the immediate vicinity of the Model Cities Area and employment needs of Model Cities Area residents. It is noted that the employment located in the immediate vicinity of the Model Cities Area contains a full range of job opportunities for Model Cities residents in all of the employment sectors that are projected to grow rapidly in future years—that is manufacturing, trade, services, and government.

In economic overview terms, the basic strategy recommended is to increase the job opportunities in terms of locational access to the Model Cities Area. Expanded job opportunities should increase the income potential for Model Cities residents so that residents will have both the capability and the option to spend their increased incomes on improving living conditions within the Model Cities Area, in terms of housing and other desired services and facilities.

## COMMERCIAL INVENTORY AND PROJECTIONS

*Regional Shopping Centers.* The existing space in such centers will preclude new construction for some years to come. In any case, the proximity of Eastridge and absence of large suitable sites are factors working against the Model Cities Area.

*Shopping Center Fringe Development.* In terms of vacant land and location, the Northeast Extension of Mayfair appears suitable for types of development such as discount and furniture stores which should be on the approach to, but not necessarily in, regional shopping centers.

*Convenience Goods.* There is an undersupply of retail space for food, drugs, and similar convenience goods in relation to calculated purchasing power in the Gardner and Olinder neighborhoods, while Mayfair and Tropicana do not require additional retail space. The proposed convenience center in the Plaza de Guadalupe will meet the convenience goods demand in large part.

*Auto-Related Facilities.* Auto related facilities, which include establishments that sell vehicles of all types, tires, batteries, and their accessories and make repairs, generally serve a

geographical area related to the degree of specialty and size of the facilities. It is estimated that development opportunities for concentrated auto-related facilities at appropriate sites could relate to an area that includes approximately 450,000 people.

While a market for additional facilities exists within the District, it is also clear that with the appropriate programs, some of these facilities could be located in a more modern automotive park, as successfully developed in Seaside and Riverside. Most of the automotive facilities in the Gardner Neighborhood are located along First Street and in the North Extension area. Since First Street will continue to be a major street within the Metropolitan Area and will continue to be the spine of the San Jose Core Area, location of an automotive park on First Street is a possibility. In addition, an automotive park located in the North Extension and visible from the Sinclair and Guadalupe Freeways also is a possibility worth exploring.

Opportunities for the development of new auto-related parks also exist within the Olinder or Mayfair neighborhoods on sites readily accessible and visible from the Sinclair Freeway. Examples of vacant sites which could be appropriate are the Olinder Industrial Park Area and the Northeast Extension of the Mayfair Neighborhood.

*Eating and Drinking Facilities.* Since a significant number of eating and drinking facilities are currently planned to be located within the Plaza de Guadalupe, which anticipates support from the entire Metropolitan Area, other such concentrations probably should not be planned within the Model Neighborhood.

*Office.* Office space is of two types: (1) serving the local neighborhood such as that located in convenience shopping centers (doctors' offices, real estate offices, insurance brokers, etc.), or (2) general office space which is of a more region-serving nature. At present, very little general office space has been developed throughout the Model Neighborhood. Since it is the goal of the City of San Jose to concentrate office space development of this type in the downtown core area, general office space should not be planned for development in the Model Neighborhood. A possible exception might be office space specifically related to the Mexican-American population as has currently been proposed in the Olinder Industrial Park.

*Business Services and Related.* A significant concentration of business services such as printing shops are located in the Gardner Neighborhood, particularly the North Extension. Since this North Extension is well located to serve the adjacent CBD and has good access to the entire Metropolitan Area by means of the Guadalupe and Sinclair Freeways, the site could serve as a location for a planned, redeveloped concentration of service and business facilities.

*Building Materials and Miscellaneous Suppliers.* A concentration of building suppliers is located within the Gardner Neighborhood. As described previously, sites within this neighborhood are well located to serve both the region and the CBD via the freeway system. Thus, opportunities for the development of new facilities and the relocation of existing facilities exist in this area. In addition, a home improvement center type of building supply dealer could be located in the shopping center fringe concentration in the Mayfair Northeast Extension.

## INDUSTRIAL LAND POTENTIAL

*Industrial Growth Trends.* The substantial industrial growth of the San Jose Metropolitan Area during the past decade can be measured in several ways. In terms of dollar valuation of building permits issued over the period, Santa Clara County accounted for nearly 40 percent of the industrial growth in the Nine-County Bay Area, or significantly more than any other single county within the area. Over 54,000 new jobs were created in manufacturing and 18,000 new jobs in the distributive industries (transportation, communication, utilities, and wholesale trade categories). The growth in manufacturing was uneven over the period with 5,800 new jobs being created every year during the first half of the decade and 2,500 new jobs per year being created during the latter half of the decade. The growth pattern is reflected in the absorption of industrial land, where as many as 850 acres were being absorbed per year at the first part of the decade and closer to 300 acres per year in the more recent years.

The locational pattern of the industrial growth has been the major influence on the overall employment pattern described previously. In general, the industrial parks have moved south down the peninsula, with a large concentration in the Palo Alto Area where little industrial land now remains available for development. As a result, the center of gravity has shifted south to Sunnyvale and Santa Clara, with increasing activity occurring in the industrial parks located within San Jose, particularly those in the triangle north of the Bayshore and Highway 680. In the future, the trend toward the south and east is expected to continue with the result that the center of gravity should occur within the City of San Jose Area some time within the middle of the next decade. Thus, industrial sites in San Jose will have greater potential for development in the next decade than in the previous years. The employment projections for the Metropolitan Area indicate that nearly 30,000 new jobs will be created in manufacturing and 15,000 in distributive industries over the next decade, thus resulting in a demand for industrial land at the rate of at least 300 to 400 acres per year.

The key question, then, is What is the potential for locating some of the industrial growth within the Model Neighborhood Area?

*Model Neighborhood Industrial Sites.* The major area designated for future industrial development is the proposed Olinder Industrial Park. This area covers almost 150 acres, directly south of the Sinclair Freeway (now under construction) and west of the Bayshore in the rectangular piece of flatland north of Story Road. Most of the land is vacant, although a portion on the eastern end is occupied by mixed industrial and residential land-uses which require the renewal process (and are fully eligible for renewal).

Another potential area which is currently vacant is the Northeast Extension of the Mayfair Neighborhood (30-40 acres), located directly east of the Sinclair Freeway and west of the Capital Expressway. This Northeast Extension contains a few deteriorating commercial, some sound residential structures, and a recently completed neighborhood shopping center.

There are no industrial parks within the Model Neighborhood as such; however, there are several food processing installations, most of which have been phased out and converted to



other industrial and distributive type land-uses. Other concentrations of industrial land-use are located in the South, South Extension, North Extension, East Gardner, and Olinder Neighborhoods. Most of these concentrations contain old facilities and are located in an area of mixed industrial, residential, and commercial land-use. For the most part, they would not be competitive as areas for future development or redevelopment.

### Conclusions

It is concluded that the Olinder Industrial Park will be competitively located vis-a-vis other industrial sites within the Metropolitan Area upon completion of the Sinclair Freeway. The Northeast Extension Area, while it has many competitive advantages as well, is too small and the sites too fragmented for the location of a fully competitive industrial park. However, individual sites within the area could be developed for some distributive facilities.

The foregoing evaluation has been based on the competitive position of the Model Neighborhood sites within the Metropolitan Area. However, it should be noted that competition for major industrial firms between various metropolitan areas throughout the nation as well as within a given metropolitan area is strong. Thus, securing a major industrial firm is often more directly a function of promotion than of real or conceived competitive advantage with regard to a given location. Therefore, a marketing program should be undertaken to attract industrial firms whose locational requirements can be met at the site and whose employment characteristics best meet the priorities of Model Cities.



## 5. LAND-USE

Deteriorated structures represent one form of blight. This discussion of land-use will present other identified major elements which do encourage, or have the potential for encouraging, the spread of urban decay. In terms of population and land area, the District is comparable to a small city. As noted earlier, it is a somewhat artificially defined area, but certain general principles can be applied. The discussion of land-use will be utilized for purposes of analysis:

1. Land-uses should have distinct functional districts: residential, commercial, and industrial. The residential districts should be capable of supporting (and being supported by) a cross section of community services. Ideally, land-uses should be arranged to serve the population with maximum efficiency.
2. Functionally or physically incompatible land-uses should be buffered from one another.
3. Special areas such as shopping centers, employment concentrations, and major institutions should provide focal points for day-to-day activity.
4. Parks, open space, and other amenities should enhance the residential districts.
5. An efficient transportation system should connect the District with other parts of the city and region. Internal circulation should be convenient, and through traffic should be routed as to minimize its impact on residential areas.

However, the parks and open space and transportation issues are so significant as to warrant more lengthy discussion in subsequent chapters of this report. Again, because the components of the District are so diverse, a neighborhood-by-neighborhood approach is necessary.

## GARDNER

The Gardner Neighborhood is divided into six sub-neighborhoods. With one exception, the sub-neighborhood boundaries follow major streets, freeway, railroads, or rivers. There is no real physical barrier between South Gardner and the South Extension, and for purposes here both will be discussed as a single area.



### North Extension

This is a mixed industrial-residential area. Most housing in the North Extension is in poor condition. About two-thirds of the units are in single-family structures. There is no real alternative to a continued transition to nonresidential use. The issue for the District Plan and Program is to what extent, if any, public resources should be used to accelerate the transition.

### Gardner North

As of 1970, this area contained 498 housing units, a reduction of 324 from 1960 largely as a result of clearance for the Sinclair Freeway. However, the area also is close to downtown, and it is undergoing a slow transition to nonresidential uses. This transition will be encouraged by the Plaza de Guadalupe, as well as successful redevelopment in the central area. All of the recognizable trends are adverse to the existing single-family housing in Gardner North.

### Gardner East

Except for the Keyes Avenue frontage, county buildings, and an occasional intruding nonresidential use, the area between Coyote Creek and Sixth Street is in residential use. Most of the 940 dwelling units in the sub-neighborhood are located here. This area is undergoing a very slow transition from single-family to multi-family use; nevertheless, there are sufficient units to maintain a functionally distinct residential district, convenient to downtown and other nearby employment, commercial, and recreational areas. Rehabilitation needs are minimal, although elimination of spot incompatible uses would be desirable.

The blocks between Third and Sixth Streets contain primarily industrial development including the American Can building and Dole Canning. However, the major properties are marginally used and appear to be functionally obsolete. Fortunately, the effects of this condition have not yet touched abutting areas, although the potential for negative effect is present. This combination of industrial properties involves between 25 and 30 acres—sufficient to accommodate many kinds of development, assuming that new nonresidential uses would be buffered from residential uses. It can be assumed that there would be a high land assembly cost for anyone attempting to redevelop this land.

The remainder of the East Gardner Area between Third and Market Streets is of two types: multi-unit residential between Second and Third Streets and Strip Commercial between Market and Second. This land lies in a heavily traveled corridor leading into the central area, and the narrow band of residential land-use appears to utilize this advantage, rather than be dependent on, or related to, the larger Gardner Neighborhood.

### Central Gardner

This sub-neighborhood is almost solidly residential (with 1,001 units). Market and Willow

Streets are characterized by strip commercial. However, there has been a tendency for the commercial development fronting on Market Street to extend westward into abutting residential uses. Some physical deterioration has accompanied this change.

A significant trend has been the change from single-family to multi-family use east of Vine Street. This may be influenced by the heavy traffic on both Vine and Almaden Avenue. This tendency is now well established and should be considered the norm for the area. However, the area west of Vine to the Guadalupe River is almost completely single-family residential and is in very good overall condition.

#### Gardner West

Gardner West contains predominately single-family land-use (896 units) with only an occasional commercial property. The most populous of the Gardner sub-neighborhoods, it also is the most homogeneous in terms of land-use. However, the sub-neighborhood is divided by the Southern Pacific mainline which presents both a visual barrier and environmental liability. In addition, the neighborhood is most affected by a subsidence condition (sinking of the land).

#### Gardner South

The strip commercial on the boundary streets (Willow and Market) is present here in much the same degree as in Central Gardner. However, industrial intrusion from the west and south also is evident. Properties immediately adjacent to industrial uses near San Jose Street are among the most deteriorated in the neighborhood. In all, there are nearly 1,200 units south of Willow. While rehabilitation is generally desirable, the area south of Alma has been selected for a special effort under the Model Cities Program. This should be accompanied by a reduction in the environmental influence of nearby nonresidential land-uses. The area north of Alma is a predominately single-family area in good condition.

#### Overall Land-use Influences

The Gardner Neighborhood is deficient in active public development needed to support residential land-use. The Wilson Junior High School is closed (under the Field Act), and junior high school pupils are sent to schools some distance away. However, the School Board is considering reconstruction of Wilson Junior High. A new school is under construction at the Gardner Elementary site, and there are plans to expand the grounds of the Washington Elementary School. The neighborhood is served by the Central Library.

The housing generally consists of small houses on small lots, typical of development a half century ago. The area is almost entirely built up. The installation of any additional facilities, as at Biebrach Park, requires the clearance of structures.

The long-term implication of these conditions is that land-use changes or replacement over the years will be preceded by displacement. Whether this displacement is publicly or

privately induced, it is going to require that low-income housing be made available somewhere.

The area in the immediate vicinity of the Sinclair-Guadalupe interchange is underlain by soft, compressible deposits of clay, silts, and peat.<sup>1</sup> These deposits probably were built up as part of the ancient floodplain of the Guadalupe River and Los Gatos Creek. However, the soft materials were deposited in very irregular patterns—their depth ranges from a few feet to as much as 40 feet. Moreover, in the North Extension, there is a partial overlay of poorly compacted old fill. The extremely poor housing in the North Extension is associated with these soil conditions. However, as much as half the West Gardner sub-neighborhood is affected by differential settlement visible in homes, sagging streets, and broken curbs and sidewalks.

It is in the West Gardner area that the issue arising out of the soil problem is most pronounced, although it affects other Gardner sub-neighborhoods to a lesser extent. The question may be asked as follows: Should the District Plan encourage replacement of existing structures adversely affected by differential settlement?

In response to this issue, it is possible to establish a standard along the following lines. Where a settlement area has been impacted by adverse land-use changes or environmental changes which are detrimental to residential use, then the plan should look to a change in use. However, where differential settlement has occurred independently of other adverse effects, the plan should look toward rehabilitation of private structures and renovation of public improvements. The soils report notes that the latter generally would require excavation and removal of from three to five feet of existing soil and replacement with engineered fill to provide a more uniform foundation for streets and other improvements within the public right-of-way.

With the exception of Gardner North and Gardner North Extension, the sub-neighborhoods are of sufficient size and condition to warrant retention as basically residential areas. It is estimated that the population of the neighborhood would stabilize at about 12,000 people in some 4,400 dwelling units. (Both could be somewhat higher depending on the presence of residential redevelopment in Gardner North; however, such housing would be downtown-oriented rather than neighborhood-oriented.)

As an old close-in, fully developed neighborhood, Gardner does not meet current standards as to parks and open space. It is not realistic to attempt to meet these standards

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<sup>1</sup> The district lies on the floor of the Santa Clara Valley, which is experiencing a gradual, overall subsidence. The soils analysis by Woodward-Lundgren Associates focused on areas of known special problems, or where potential for change exists. Ground settlement differs from place to place depending on the type of soil material, the thickness of its various layers, and its compressibility. Working from available data, Woodward-Lundgren found that local variations over short linear distances could be extreme. The report generally concludes that the ground throughout the district can accommodate relatively light loads of one- and two-story residential, commercial, and industrial structures, if localized conditions are recognized. Larger or heavier structures also may be accommodated in problem areas if special construction techniques are used.



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fully. However, resolution of the question as to elementary schools will be significant in determining whether families with school-age children will be attracted to this part of San Jose.

## OLINDER

The Olinder Neighborhood has two basic parts: a predominantly residential area north of the Sinclair Freeway and a mostly open area south of the freeway known as the Olinder Industrial Area. Each will be discussed separately.

### Olinder Residential Area

This area is divided into almost equal quadrants by 24th-McLaughlin and William Streets. Key features of the area include strip commercial along Santa Clara Street, the Western Pacific Railroad right-of-way and yards crossing the neighborhood from northeast to southwest with associated industrial and commercial properties, and a scattering of trailer parks. Most of the latter are on county land, which also includes vacant parcels, older housing, and part of a newer subdivision at Jeanne Avenue. Housing in the area north of William Street is 50 to 60 years old and is in the San Jose Unified School District. Most of the housing south of William Street, other than trailer parks, consists of 20-year-old one- and two-family homes and is situated in the Franklin-McKinley Elementary and East Side High School Districts.

Land-use in the northwest quadrant is overwhelmingly residential. Mostly single family, this residential area is dotted with two-family houses and an occasional building with multiple units. The housing is in good condition for the most part; an exception is a small area at the end of Calhoun Street at the northwest corner of the neighborhood. Relatively modest public improvements are needed, but the area should be retained in its present form.

Land-use in the northeast quadrant is mixed. As mentioned earlier, a belt of industrial zoning accompanies the railroad track north of William Street. While numerous residential structures lie within this belt, the overall impression is one of erosion of the residential character. The houses on unincorporated land generally are quite small. The public improvements related to these homes are minimal: no curbs, gutters, or sidewalks. These homes reportedly are owned and occupied by low-income Mexican-American families who have lived in the neighborhood for some time.

The southeast quadrant is comprised of recently constructed housing, both one- and two-family residential, and trailer parks. There is considerable vacant land which appears to be suitable for development. While public improvements are new and in good condition, the street layout is poor, and access will be further diminished when Herald Avenue is closed at McLaughlin due to the construction of the final freeway interchange.

The southwest quadrant is mixed. Single- and two-family homes are located east of the railroad tracks. Access to these homes is poor, and several at the end of Forestdale have been boarded up. The McKinley School is an attractive asset for the community. However, a



new overall focus for Olinder will be created by William Street Park, west of the tracks. In addition to the new Olinder School (to replace temporary structures at 24th and Santa Clara) a new community recreation center is to be built at William Street Park.

### Overall Land-use

In terms of population and housing units, Olinder is the smallest of the four Model Cities Neighborhoods. It is subject to attrition from nonresidential uses, and this is likely to continue on a piecemeal, small-lot basis under present circumstances.

The railroad is an adverse influence. It generates noise in the yards and blocks street. It is unbuffered along its entire length. The right-of-way may become a path of pedestrian movement from the northeast quadrant to the new school and recreation center in William Street Park. The yards stand as a barrier between these facilities and homes south of William Street.

The scattered industrial uses generate truck traffic on residential streets and the truck terminal on William Street is incompatible with the adjacent public uses. A major issue is to what extent these relationships should be altered.

The neighborhood requires some street improvements. The city's plans call for the widening of 24th-McLaughlin and San Antonio Street throughout the neighborhood. Improvements are also required in the older areas of the neighborhood, and in the unincorporated parts streets are well below city standards.

The library branch serving the neighborhood is well located, but is deficient in space and volumes, according to Library Board standards. The board has no improvements scheduled for this facility at present.

Generally speaking, Olinder has considerable potential for continued viability as a neighborhood. Only a modest gain in residential units is anticipated—on the order of 60 to 80 units after allowing for removal of units as part of the 24th Street widening, and for removal of critically deficient structures.

### Olinder Industrial Area

This area is virtually free of buildings west of McLaughlin; to the east it contains one industry and several commercial and residential properties. The program of Economic Progress for all (EPA) calls for development as an industrial-office complex—one which would seek to provide job opportunities to Model Cities residents.

As the economic report pointed out, this is a suitable use for the land and is in keeping with the overall strategy discussed in Chapter 4.

*The Silver Creek Fault.* The soils report notes that a fault has been projected through the Olinder Neighborhood, and its inferred location runs from the site of the old Roosevelt

Junior High School southward, crossing William Street between 21st and 22nd Streets, to a point a few feet east of the McLaughlin Avenue-Story Road intersection. This fault has been classified as active along a possible zone of activity approximately 2,000 feet wide.<sup>2</sup>

Woodward-Lundgren suggest that "buildings should be located so as to avoid fault traces since the potential for fault rupture is higher along traces of previous movement." It should be noted that the question of whether buildings ought to be permitted atop or in close proximity to faults, has not been resolved. The California legislature has under consideration bills which, if enacted, would prevent such construction. The proposed industrial park would be affected significantly by any rules establishing a construction-free zone. However, the effect on the final site plan would depend on the width of the restricted zone.

## MAYFAIR

The Mayfair Neighborhood is divided into three major sections: the area north and west of the Sinclair Freeway (North Mayfair); the area south of the freeway and San Antonio Avenue extension (South Mayfair); and the area north of San Antonio and east of the freeway (Northeast Extension).

### North Mayfair

North Mayfair is impacted by strip commercial land-use along Alum Rock Avenue and a scattering of commercial and light industrial land-use within residential areas. However, there are clearly defined commercial areas at King and Story Roads and at Jackson Avenue at Story Road. The predominant housing type is single-family, although post-war structures include two-family, six-family, and larger units.

The housing in the area bounded by Alum Rock Road, King Street, San Antonio Street, and the freeway is generally old, of small size, and somewhat run-down, although there are no large concentrations of critically deficient units. This area is greatly deficient in public improvements, including streets, sidewalks, street lighting, and, most notably, storm drainage. There are a number of dead-end streets, access to which is provided by narrow wooden bridges over Silver Creek, an undesirable characteristic with respect to fire services. Part of the area, from McCreery east, is covered by a federally assisted Neighborhood Development Program. There is no question that a major rehabilitation program is needed.

The area west of King and north of San Antonio is comprised of generally sound, older single-family homes showing few signs of blight. Immediately to the south, in the strip of county land between San Antonio and the Thunderbird Golf Course, there are numerous structures in poor condition.

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<sup>2</sup> Lowney-Kaldwer Associates, *Proximity of the Silver Creek Fault to the New Olinder School Site*, November 18, 1971. (Note: The site referred to is the old Roosevelt Junior High School property, not the William Street site on which the school is to be built.)

Elsewhere in north Mayfair, the housing is all of recent vintage. There is evidence, in spots, of a need for improved maintenance.

The area south of San Antonio is well served by public improvements (with the possible exception of street lighting) and with schools.

North Mayfair has extensive potential for new development based on several large vacant parcels, inactive industries, and, in the long term, possible conversion of Thunderbird Golf Course land.

### South Mayfair

This entire area was developed as contemporary subdivisions. However, residential densities are fairly high as a result of small parcels, many of which provide two-family units. At least three large parcels of vacant land (and several smaller parcels) are open to development.

### Northeast Area

This area is largely vacant and is suitable for commercial development of the shopping center fringe type. However, construction of the freeway and the San Antonio Extension has left small residential pockets on Murfield Drive and in the vicinity of Lombard Avenue with access difficulties.

### Land-use Considerations

If it is anticipated that residential development of vacant land will be accompanied by introduction of supporting schools, parks, and open space, there would be a net increase of some 1,100 dwelling units and a population increase of some 3,800 persons in Mayfair. The development potentials are primarily residential, with the exception of the Northeast Extension Area.

The future course of Mayfair will be influenced by the public use of land. There are major opportunities to utilize "problem areas"—the Silver Creek right-of-way, the north-south Pacific Gas, an electric company power line easement—as connecting and unifying elements. Whether the current Corps of Engineers' study of Silver Creek concludes that it should be covered or left as an open cut, there will be a major opportunity to create linear open space. The utility easement offers the potential to create a pedestrian-bikeway system, which would link several residential pockets east of Jackson and in the southeast corner of the neighborhood with other parts of Mayfair.

Other prospective assets are the Police Athletic League Park and the proposed Prusch Park. Both are citywide facilities which impact on the neighborhood in terms of access and parking. The present approaches to PAL Park are via residential streets which also are used for overflow parking by participants and spectators. Joint use of new parking facilities at Prusch Park could help to ease this condition.



With the exception of a portion of the Mayfair neighborhood which is west of King Road and generally north of the Thunderbird Golf Course, the entire neighborhood is within the Alum Rock Elementary School District. The portion excluded in the northwest corner is within the San Jose Unified District. This northwest corner of the neighborhood is served by the Ann Darling Elementary School and the Olinder Elementary School.

There are four elementary schools serving the remainder of the area in fairly well-distributed locations. Expected population growth in the western portion of the neighborhood will create the need for an additional elementary school site in this location.

It is desirable that some additional acreage be added to the northern boundary of the San Antonio Elementary School site and some to the Arbuckle Elementary School along its northwestern edge to accommodate neighborhood and school-oriented recreational facilities and activities.

The need for an additional junior high school must be based on population growth within the entire district and other school policies and cannot be based solely upon the increase in the number of students expected from the Mayfair neighborhood. The 24-acre Mathis Junior High School site is considered adequate for the present and for some limited growth in the future.

The presence of vacant land along I-680 and the Bayshore Freeway (both undeveloped and excess right-of-way) permits consideration of the use of open space to serve as a buffer between these freeways and residential uses. Planned unit development of land in private ownership could assure that adequate amounts of open space will be preserved while achieving a density to enable economic development of housing.

Nonresidential opportunities include the potential redevelopment of the Alum Rock Avenue commercial strip, perhaps in coordination with the Neighborhood Development Program now contemplated. Incompatible nonresidential land-uses within the Mayfair Neighborhood should be removed.

Extensive public improvements of all types are needed in Mayfair north of San Antonio. In addition, several street connections are required in the southeastern part of the neighborhood.

## TROPICANA NEIGHBORHOOD

The Tropicana Neighborhood is generally characterized by homogeneous residential development. The characteristics which appear common throughout the neighborhood are generally small lots; overcrowded homes, with an average of 5.3 individuals per dwelling unit; single-family residences; a high youth population, with 55 percent under 19; residential construction of similar age and character; vehicle storage problems, partly due to the small lots, driveways, and the conversion of garages to living space within the homes; minimal front, back, and side yard setbacks; and the lack of a mature neighborhood appearance. This homogeneity is principally due to the fact that the bulk of the neighborhood is only 10 to 15 years old.

Tropicana is quite different from all other Model Cities Neighborhoods with the exception of South Mayfair. The neighborhood is surrounded on the north, east, and south edges by similar residential areas. In contrast to the other neighborhoods, Tropicana is almost 100 percent built up. Few remaining vacant parcels are available for development. There appears to be some excess highway land along the east side of the Bayshore Freeway which might offer an opportunity for treatment as open space and a buffer along the freeway. Public improvements are in good condition.

The street system does not provide clearly identifiable collector streets to accommodate neighborhood or non-neighborhood trips. Therefore, nonresidential traffic infiltrates local streets. This has an adverse effect on the residential areas and also creates hazardous intersections with the surrounding major traffic carriers.

The multi-family housing area south of Ocala and adjacent to the Bayshore Freeway is not provided with appropriate access, and traffic must utilize the local residential streets in awkward movements. A minor problem also exists in the location of single-family residences on Story Road (which carries high volumes of traffic) just east of King Road.

School facilities, although crowded, are on adequate sites. The flexibility of additional portable structures may alleviate some building needs in the immediate future. However, with constraint over residential growth in the area and the expected reduction in number of individuals per family, there should be some easing of the pressures on elementary school facilities.

With 2,480 units housing 11,000 persons, the Tropicana Neighborhood should be stabilized at these levels, if not reduced somewhat.

## 6.

### RECREATION AND OPEN SPACE

An analysis of the existing open space and recreation facilities within each of the Model Cities Neighborhoods does not permit many generalizations at the District scale, but requires that each neighborhood be evaluated separately.

For the most part, the four neighborhoods can be considered as built-up residential areas with a minimal amount of land available for development purposes.

Because the District Plan will deal with neighborhood areas rather than the city as a whole, the focus is on neighborhood facilities including the *playlot*, *neighborhood park*, and *neighborhood or school playground*. Other facilities such as District parks, special recreation facilities, and citywide parks within the Model Cities District are noted and evaluated, and in some situations considered as meeting neighborhood recreation and open space needs.

This study is primarily concerned with recreation and open space sites and not with program development, building facilities, or, to any major degree, site development. Also considered in this particular study is the location of bicycle routes as indicated in the Tentative Bicycle Route Master Plan. However, this Master Plan indicates bike facilities generally on a countywide grid system and as such have only minor impact upon neighborhood recreation and open space planning.

Two basic steps were followed in the inventory and analysis of the existing recreation and open space facilities in the Model Cities District. First, existing standards and guidelines as prepared by the City Parks and Recreation Department and those used by the City Planning Department and the Santa Clara County Planning Department were reviewed. These in turn were compared with standards of the National Recreation and Park Association and others generally used throughout the country. Second, existing conditions and facilities were studied—specifically, a field survey of all existing facilities, a survey of local resident attitudes, and a study of 1970 Census material to determine the demographic characteristics of Model Cities residents.

### PRINCIPLES AND STANDARDS FOR RECREATION AND OPEN SPACE

As part of the background studies, the Proposed Policies for Parks, dated February 7, 1972, as prepared by the City Parks and Recreation Department of San Jose, were reviewed,

as well as the procedures manual, *Master Plan Parks, Recreation and Open Space Element*. The proposed standards, guidelines and policies, and documents prepared by the city are consistent with those in national use and those advocated by the National Recreation and Park Association.

The Santa Clara County Planning Department indicated some minor variations in space standards per population. Neighborhood park space in the Santa Clara County Inventory of Parks and Recreation conducted in 1969 indicates a *minimum* standard for neighborhood recreation space at 2.25, *average* standard 3.0, and *optimum* standard 5.0 acres per thousand population. This compares with the generally accepted 2.5 ratio for neighborhood park facilities as used by the Parks and Recreation Department and City Planning Department, and the NRPA. Table 4 indicates a set of desirable standards for neighborhood recreation areas as summarized from available local and national recreation planning data. The application of these standards in a given situation is very much controlled by the existing characteristics of the area as well as the population and demographic characteristics of existing and expected future residents. These include the planning considerations indicated by the San Jose Parks and Recreation Department such as age, income, education, occupation, residents, and mobility.

The existing city standard of 2.5 acres per one thousand population for neighborhood recreation facilities and the county standard of 3.0 acres as a desirable standard are considered as guidelines and not mandatory requirements in light of the existing character and built-up nature of the four Model Cities Neighborhoods. The application of these standards should be tempered by the availability of appropriate recreation land and the opportunities to meet specific neighborhood leisure time needs.

## INVENTORY AND ANALYSIS OF EXISTING CONDITIONS

Each of the four Model Cities District neighborhoods will be discussed separately; however, certain observations should be made for the Model Cities District as a whole. These observations are based on 1970 U.S. Census data and the San Jose Community Attitude Survey.

When asked to comment on the need for community facilities, numerous residents (35 percent) mentioned the need for additional parks and recreation areas. In some cases, this response was worded in such a way as to imply that perhaps the teenagers dragging their cars on the streets and otherwise causing trouble in the neighborhood would benefit from having an alternative activity in organized recreation programs. In other cases it was clear that the respondent was referring to recreation programs and parks for adults. Over a quarter of the population of the Model Cities Area considered playground and park maintenance and recreation programs to be "poor." However, a similar ratio rated these particular services and programs as "good." When the respondents were asked to evaluate the location of community facilities with respect to their home, about 55 percent said that in general all facilities were well located. Forty-seven percent regarded parks and recreation areas as being "not well located"—a minority of respondents, but a large one.

Parks and recreation areas were considered an essential need in the area by 56 percent of respondents, another 27 percent indicated that parks and recreation areas should be given



Table 4  
DESIRABLE STANDARDS FOR NEIGHBORHOOD RECREATION AREAS

Playlot		Neighborhood Park and Playground	
Group Served	Preschool children; five years and under.	Playground for ages 5 to 14; park area designed for passive recreation for all ages within the neighborhood.	
Service Area	One- to four-block portion of neighborhood, depending on density.	The neighborhood, 1/4 to 1/2 mile walking radius.	
Location	Interior of residential block or housing development, or in corner of playground site.	Near center of neighborhood. Preferably at or adjoining the elementary school. Ideally accessible by pedestrian paths.	
Size	Up to 1/4 acre depending upon space available and number of children served.	Park (Passive) 1.5 acre per 1,000 persons, 2+ acres desirable minimum.	Playground (Active) 1 acre per 1,000 persons, 3-5 acres desirable minimum.
Facilities and Features	Sandbox, swings, slides, climbing structure, spray pool, benches, open shelter, fencing, paved and grass areas.	Shaded areas for quiet activities; landscaped areas for sitting, sunning, and quiet relaxation.	Play apparatus area; multi-purpose athletic field; recreation building space for tennis, softball, etc.
Comments	Not considered essential in large-lot residential areas.	The park and playground may be combined; can serve as center for special neighborhood events.	

serious consideration. The solution to the problem of recreation facility needs was most frequently expressed as either better programs with supervisory personnel or more playgrounds.

In general, the 1970 Census data indicated that Gardner is characterized by relatively high unemployment and a high percentage of elderly persons. The elderly population is approximately double that of the average for the Model Cities District. Mayfair also had high unemployment (15 percent). Tropicana area perhaps is most significant in that approximately 55 percent of the population is under 19 years of age. The population by age group, and by neighborhood per the 1970 Census, is indicated in Table 5.

### Gardner

The Gardner Neighborhood houses some 14,000 people but contains only one neighborhood park, Biebrach Park, and three small school sites. (See Table 6.) Local

Table 5  
POPULATION BY AGE GROUP, SAN JOSE MODEL CITIES DISTRICT, 1970

	Under 6	6-13	14-64	65 Plus
Gardner	1,652	1,677	8,290	1,627
Percent	12.5	12.6	62.6	12.3
Olinder	927	1,004	4,662	771
Percent	12.6	13.6	63.3	10.5
Mayfair	2,179	2,704	7,122	604
Percent	17.3	21.4	56.5	4.8
Tropicana	2,146	3,665	7,178	173
Percent	16.3	27.9	54.5	1.3
Total	6,904	9,050	27,252	3,175
Percent	14.9	19.5	58.8	6.8

recreation standards for neighborhood facilities (2.5 to 3.0 acres per thousand population) would require that the Gardner Neighborhood contain from 35 to 45 acres of open space for neighborhood recreation needs. There is now about 10 acres of open space, including school playground sites, in the neighborhood. Most of the existing facilities are either undersize or separated from their potential service areas by barriers such as the freeways, major arterial streets, and water barriers such as the Guadalupe River. Perhaps the only area which is well served is the Gardner West subarea. Biebrach Park and Gardner School, as well as Gregory Play Plaza, are located in this area.

All of the other subareas within the Gardner Neighborhood are inadequately served by facilities which are primarily located outside of the neighborhood. Nearby parks include Saint James and River Glen, both almost one-half mile from neighborhood boundaries, and William Street Park only one-half mile away but separated from the neighborhood by the Sinclair Freeway. Kelley Park and San Jose University recreation areas to the south provide some opportunities for active recreation but do not meet neighborhood needs because of their distance and inconvenient location and the special range of opportunities provided at these sites.

The Gardner Neighborhood has the highest percentage (68 percent) of persons over 18 of all the neighborhoods. This suggests a need for adult recreation opportunities. Commercial and public recreation and leisure time opportunities (movies, auditorium, theater, etc.) are available in the neighborhood and nearby central area, but additional *public* recreation activities should be available to serve the households with incomes below the poverty level. The elderly (62 years of age and over) make up 14 percent of Gardner's population. New facilities should be geared to serve these major groups and should be accessible to each neighborhood subarea.

park oriented to the agricultural heritage of the region. These three facilities total some 110 acres. However, they cannot be considered as serving neighborhood recreation needs.

In addition to these facilities there are four schools in the area (see Table 8). Each has a playground area with Park and Recreation Department recreation programs.

Table 8  
INVENTORY OF EXISTING RECREATION SITES—MAYFAIR, 1972

Name of Facility	Type of Facility	Approximate <sup>(1)</sup> Site Size (Net Acres)	Analysis <sup>(2)</sup>			Comments
			Location	Size	Traffic Safety	
Mayfair Tot-lot	Playlot	1.0				-
"Our" Park	Playlot	0.5				Facility on leased land (utility easement).
Arbuckle School	Playground	5.0	0	-	0	Has recreation program.
Capitol Park	Playground	11.6	0	+	0	Service area limited by barriers; includes some passive areas.
Goss School	Playground	-	-	-	-	See Capitol Park above. Has recreation program.
Mayfair Park	Playground	16.0	+	+	0	Essentially undeveloped.
Mayfair School	Playground	10.5	+	+	+	Includes area for pre-school age. Has recreation program.
San Antonio School	Playground	5.0	0	0	0	-
Mathis School	Playfield	11.5	0	0	0	Lacks complete playfield facilities. Has recreation program.
Subtotal		(63.1)				
Prusch Park	Special Facility	41.5				Undeveloped.
Police Athletic League Sports Center	Special Facility	16.1	0	+	-	Partially developed. Has parking and access problems.
Thunderbird Golf Course	Special Facility	52.0				Private facility.
(Total Acres)		(172.7)				

(1) Based on data from school and city recreation officials and Barton-Aschman Associates, Inc.

(2) Rating: + Good; 0 Fair; - Poor. (Location—relation between standard walking distance and service area; Size—adequacy of site size to serve intended function and users in area; Traffic Safety—location of site in relation to adverse traffic or land-use and accessibility.)

Local standards for neighborhood open space areas suggest that Mayfair should contain from 31 to 38 acres to meet existing population needs and up to 41 to 49 acres to meet expected population growth in the area. Excluding the special facilities, the existing neighborhood-oriented open space exceeds 60 acres including school playgrounds within Mayfair. However, portions of the neighborhood, specifically west of King Road and north of San Antonio, are deficient in conveniently located, neighborhood recreation facilities. In addition, some of the acreage calculated for neighborhood use is not completely developed or oriented to serve neighborhood needs.

### Tropicana

The Tropicana Neighborhood contains over 60 acres of open space and play area associated with schools in the neighborhood. Of this amount, some 38 acres are associated with open space at Fischer Jr. High and Overfelt Senior High sites. Assuming that all the school sites and their net play areas are providing neighborhood recreation space, there is an adequate amount of play area to meet the 30 to 36 acre requirement for neighborhood recreation space. In addition, Hillview (Ocala) Park (14.8 acres) and Welch Park (11.1 acres) are located within walking distance of this particular neighborhood. (See Table 9.)

However, the seven school sites in the neighborhood provide only active recreation areas that are geared for the school-age child and organized sports such as might be found at the senior high school. Six of these schools have recreation programs to make them more useful to the neighborhood. Nevertheless, the area is deficient in passive recreation facilities, especially for preschool age children and adults.

### Summary

The findings of the Community Needs Survey were generally consistent with the observations made and data collected from other sources in evaluating and analyzing the need for recreation and open space facilities for the four neighborhoods. The Gardner Neighborhood generally indicated a need for additional playground facilities, tot-lots, and more equipment and maintenance.

In the survey, Olinder residents indicated, to a significant degree, that there was no problem. They did indicate a desire for more playgrounds. The expressed need for more playgrounds, however, was common to all neighborhoods. Since only 15 percent of the respondents asked for additional playground space in Olinder and the consultant's observations indicate that there is an ample amount of playground area, the need for additional space does not seem critical except in those areas which are not well served and which are separated from existing facilities.

Mayfair residents expressed a desire for additional programs and personnel as well as more playground space. The need for recreation programs seems apparent. However, additional playground space is not necessary considering that the acreage in Mayfair exceeds any local standard.



Table 6  
INVENTORY OF EXISTING RECREATION SITES—GARDNER, 1972

Name of Facility	Type of Facility	Approximate <sup>(1)</sup> Site Size (Net Acres)	Analysis <sup>(2)</sup>			Comments
			Location	Size	Traffic Safety	
Alma Tot-lot	Playlot	0.2	0	+	-	-
Fuller Avenue Plaza	Playlot	1.1				-
Gregory Plaza	Playlot	0.2	0	+	0	-
Brown, Spencer	Playlot	0.3				-
Biebrach Park	Neighborhood Park/Playground	4.8	0	0	0	Site is being expanded by approximately one acre. Adjacent to existing Gardner Neighborhood Center.
Gardner School	Playground	1.8	0	-	0	Small site. Has recreation program.
Washington School	Playground	1.0	0	-	0	Small site. Service area limited by major streets.
Wilson School	Playground	1.0	-	-	-	Small site. Service area limited by major streets.
(Total Acres)		(10.4)				

(1) Based on data from school and city recreation officials and Barton-Aschman Associates, Inc.

(2) Rating: + Good; 0 Fair; - Poor. (Location—relation between standard walking distance and service area; Size—adequacy of site size to serve intended function and users in area; Traffic Safety—location of site in relation to adverse traffic or land-use and accessibility.)

## Olinder

The Olinder Neighborhood is well served by existing active and passive recreation facilities. The 28-acre William Street Park, although partly outside the neighborhood boundary, contains both active and passive recreation facilities. Ten acres of this park will be traded to the San Jose Unified School District for 10 acres of land on the former Roosevelt School Site. This major facility and the others listed in Table 7 provide some 36 acres of open space and recreation area. This exceeds the amount required by local standards. In addition to the listed facilities, San Jose High School north of the neighborhood with pool and playfields and major community facilities in the Thunderbird Golf Course, Police Athletic League Park, Prusch Park, and Kelley Park, are within one-half mile of the Olinder Neighborhood. It is recognized that these facilities are not all convenient since some are separated from Olinder by major barriers.

The 7,400 persons in Olinder are served by adequate open space; however, due to street and rail line barriers, the north and eastern parts of the residential neighborhood could use additional neighborhood-oriented space and improved connections to existing facilities. The

Table 7  
INVENTORY OF EXISTING RECREATION SITES--OLINDER, 1972

Name of Facility	Type of Facility	Approximate <sup>(1)</sup> Site Size (Net Acres)	Analysis <sup>(2)</sup>			Comments
			Location	Size	Traffic Safety	
Forestdale Tot-lot	Playlot	0.5	0	+	+	-
McKinley School	Playground	3.0	0	0	0	Size is adequate when coupled with adjacent recreation areas. Has recreation program.
Jeanne Avenue Park (Martin Park)	Playground	3.5	0	0	0	Undeveloped.
Olinder School	Playground	1.7	0	-	-	School to be relocated. Has recreation program.
William Street Park	Playfield and District Park	28.0	+	+	0	Good facility--meets neighborhood recreation needs.
(Total Acres)		(36.7)				

(1) Based on data from school and city recreation officials and Barton-Aschman Associates, Inc.

(2) Rating: + Good; 0 Fair; - Poor. (Location--relation between standard walking distance and service area; Size--adequacy of site size to serve intended function and users in area; Traffic Safety--location of site in relation to adverse traffic or land-use and accessibility.)

need for convenient neighborhood facilities is underscored by the fact that about 20 percent of households have no automobile available for use.

The Coyote Creek Park Plan, a joint city-county effort, suggests expansion of the William Street Park area along the Coyote Creek to ultimately connect with Kelley Park. It is suggested that development of this expanded linear park area be oriented to specialized community-level facilities. A specific example of an opportunity for specialized community recreation is in the western portion of the Olinder Industrial Park area where areas surrounded by an industry, freeway, and rail development could quite easily be utilized for bicycle and mini-bike trails, etc., with little adverse effect on nearby residential properties. Coyote Creek Park is necessary not only to meet the broad community-wide objectives suggested by both the City of San Jose and Santa Clara County but also to enable the abutting neighborhoods, specifically Olinder, to have access to William Street Park and the new Olinder Center.

### Mayfair

The Mayfair Neighborhood has three special-use recreation areas, all in the western third of neighborhood: Thunderbird Golf Course, Police Athletic League Sports Center, and Prusch Park. The latter is an undeveloped 41.5-acre area proposed to be developed as a city

Table 9  
INVENTORY OF EXISTING RECREATION SITES—TROPICANA, 1972

Name of Facility	Type of Facility	Approximate <sup>(1)</sup> Site Size (Net Acres)	Analysis <sup>(2)</sup>			Comments
			Location	Size	Traffic Safety	
Dorsa School	Playground	6.0	+	0	+	Has recreation program.
Hubbard School	Playground	5.5	+	+	+	Has recreation program.
Miller School	Playground	3.5	0	0	-	
Meyer School	Playground	6.0	0	0	0	Has recreation program.
Slonaker School	Playground	5.5	+	0	+	Has recreation program.
Fischer School	Playfield	13.2	+	+	+	Lacks complete playfield facilities. Can serve as neighborhood playground.
Overfelt School	Playfield	25.0	+	+	+	Lacks complete playfield facilities. Can serve as neighborhood playground.
(Total Acres)		(64.7)				
Hillview (Ocala) Park	Neighborhood Park	14.8				Outside study area. Has branch library.
Welch Park	Neighborhood Park	11.1				Outside study area.
(Total Acres)		(90.6)				

(1) Based on data from school and city recreation officials and Barton-Aschman Associates, Inc.

(2) Rating: + Good; 0 Fair; - Poor. (Location—relation between standard walking distance and service area; Size—adequacy of site size to serve intended function and users in area; Traffic Safety—location of site in relation to adverse traffic or land-use and accessibility.)

Although a substantial number of respondents indicated that there was no problem in Tropicana, over one-third indicated a need for more programs and personnel. However, Tropicana residents also indicated a need for more playgrounds, which is not warranted in terms of the existing acreage available at school sites distributed throughout the neighborhood. There was no significant demand for picnic or passive areas in any of the neighborhoods other than in Gardner. This is not consistent with the existing general deficiency in passive park facilities and leisure time opportunities for most neighborhood residents, specifically in the Tropicana neighborhood.





## 7. TRANSPORTATION

The District is traversed by a number of major traffic arteries. A principal goal of the District Planning Study will be to develop a recommended circulation system which will minimize the adverse impact of these arterials on the environment and character of each neighborhood. At the same time, the planning studies should capitalize on the development potential of certain areas within the District which are afforded good accessibility by existing and proposed transportation facilities.

A significant portion of the District either has limited or no access to public transportation service. Hence, the District Plan should increase the residents' mobility for work and other trips by providing an alternative mode to the automobile.

### VEHICULAR ACCESS AND CIRCULATION

The existing arterial and freeway system provides good external accessibility to the Model Cities District. However, several factors have an adverse impact on traffic circulation within the District:

1. The existence of several natural and man-made barriers—Guadalupe River, Coyote Creek, railroads, Interstates 280 and 680, and the Bayshore Freeway disrupt the continuity of the existing street pattern.
2. The proximity of major traffic generators—the central business district, industrial district south of I-280, and San Jose State University add significant traffic volume to major streets within the District.
3. The limited number of continuous east-west routes in the City of San Jose—completion of Interstate 280 will help to relieve the east-west traffic problem, but routes such as Alum Rock, San Carlos, and Willow-Keyes-Story will continue to carry heavy traffic volumes.
4. The location of freeway ramps and bridge structures—existing ramps and bridge structures tend to funnel major concentrations of traffic onto a few selected streets.

#### Traffic Volumes, Congestion, and Accidents

A 1968 city traffic report presented information on average daily traffic volumes and

capacity deficiencies on major streets within the City of San Jose. Table 10 presents this information for major streets in the Model Cities District. Even in 1968, many of the streets within the District were carrying substantial volumes of traffic and had capacity deficiencies.

Intersections within the District where major traffic congestion occurs during peak hours include Alum Rock-McLaughlin (24th Street), Alum Rock-King, San Antonio-McLaughlin, San Antonio-King, Willow-Vine, Willow-Almaden, Story-McLaughlin, and Willow-Bird.

The locations in the District with the highest number of accidents are:

<u>Intersection</u>	<u>Accidents 1970-1971</u>
King-Story	226
First Street-Alma	104
Keyes-Senter	91
Market-San Carlos	90
McLaughlin-Story	83
Almaden-San Carlos	82
Alum Rock-King	81

Other traffic problem areas in the District include:

- The offset between Almaden and Vine at San Carlos.
- The intersection of South First and Second Streets.
- The at-grade crossings of McLaughlin and William with the Western and Pacific Railroad in the Olinder Neighborhood.
- Channelization of the intersections of Graham with Keyes and Willow.
- Special neighborhood traffic problems relating to on-street parking, absence of traffic control devices, sidewalks, curbs and gutters, street lighting, and right-of-way landscaping.

#### Current Highway Improvement Programs

In December, 1972, Interstate 280 was opened between Route 17 and McLaughlin Avenue. The extension of this route to the east and north to Milpitas as Interstate 680 is scheduled for completion in 1974. Construction is scheduled to begin on that portion of the Guadalupe Expressway north of Interstate 280 in late 1974 or early 1975. At this time, there is no scheduled date for extending the Guadalupe Expressway south of Interstate 280. Other highway improvements scheduled by the City of San Jose include:

- Signal modernization of 65 intersections within the city as part of the TOPICS program.
- Redesign of the Bird-Willow intersection (1972-73).

Table 10  
1968 AVERAGE DAILY TRAFFIC (ADT) VOLUME AND STREET CAPACITY  
DEFICIENCIES, SAN JOSE MODEL CITIES DISTRICT\*

Street	ADT Range (1,000's)	Capacity Deficiency
Alum Rock	23	Yes
San Antonio	6	Yes
Story	32-40	Yes
Auzerais	7	Yes
Virginia	6	Yes
West San Carlos	28	No
Willow	14	Yes
Keyes	21-27	No
Alma	10-16	Yes
Vine	11	No
Almaden	11	No
First	23	No
Tenth	9	No
Eleventh	9	No
McLaughlin (24th)	8-11	Yes
King	13-19	Yes
Jackson	9	Yes

\*Source: 1968 City Traffic Report.

- Widening of Bird Avenue from Hull to Coe (1972-73).
- Widening of Willow from the Southern Pacific Railroad underpass to Graham (1973).
- Improvement of the Story Road bridge over Coyote Creek (1972-73).
- Widening of Jackson Avenue from Alum Rock Road to Interstate 680 (1973).

#### Traffic Origins and Destinations

The 1965 Santa Clara County Transportation Study made a projection of home-to-work trips for 1975. A tabulation of these data indicated that Model Cities residents would be employed geographically as follows:

- Within the Model Cities Area, nine percent.
- North of the Model Cities Area, 44 percent.
- South of the Model Cities Area, 17 percent.

- East of the Model Cities Area, five percent.
- West of the Model Cities Area, 25 percent.

This projection compares very favorably with the results obtained from respondents to the Community Needs Survey conducted within the Model Cities Area during the fall of 1972.

The geographic distribution of the Model Cities labor force is indicative of the need for good accessibility to the District from the north and the west. Although several north-south arterials serve the District, approaches to the District from the west are limited to a few streets—Santa Clara-Alum Rock, San Carlos, and Willow-Keyes-Story.

Based on studies in cities comparable in population to San Jose, it is conservatively estimated that 75 percent of the traffic on the major arterials within the Model Cities District has neither an origin nor a destination in the District.

### Traffic Projections

The recent central business district traffic study and the Evergreen transportation study provide some insight into future traffic growth within the District. In general, these projections indicate that even with the proposed freeway construction, 1990 traffic volumes on major arterials will approximate the volumes carried in 1968. This indicates that there will be a diversion of traffic from several major east-west arterials such as Willow-Keyes-Story and San Carlos-San Antonio following completion of Interstates 280 and 680, but the volumes on these arterials will increase over time to current levels. This traffic growth can be attributed to new development (central business district, San Jose State University, Olinder Industrial Park, etc.,) and increased use of arterials rather than local streets for through traffic movements.

The opening of I-280 and I-680 will result in a major redistribution of traffic within the Model Cities District. For example, traffic now approaching the central area and San Jose State University from the north may find it advantageous to utilize the Interstate routes and enter these areas from the south via I-280. This will result in increased traffic loadings on certain north-south streets which connect to I-280 ramps.

### Major Circulation Planning Issues

The major circulation planning issues to be addressed in the preparation of the District Plan include:

1. A system of collector streets must be identified within each neighborhood. Traffic on these streets should be controlled to provide efficient collector-distributor functions within each neighborhood in order to minimize the random utilization of residential streets for other than a local service function. The collector street designation should be an ingredient in establishing a hierarchy of functionally classified streets (arterials, collectors, and local streets) throughout the District.



2. Access to the central area, San Jose State University, and the Model Cities District is restricted to a limited number of ramps connecting Interstate 280 and north-south surface streets. The development of a collector-distributor roadway along that portion of Interstate 280 between 11th Street and Vine should be considered.
3. The Model Cities circulation plan should be compatible with the City Thoroughfare Plan and with the central area circulation plan.
4. Accessibility to other major generators within the immediate area such as San Jose State University, industrial properties, and the baseball and football stadium should be coordinated with the District thoroughfare plan.
5. Although the Olinder Industrial Park is afforded good accessibility via freeways, there are definite limitations on the entrance-exit capacity to the Industrial Park from McLaughlin and Story.
6. The functions of San Antonio and William Streets within the District are related to the feasibility of developing efficient connections between these streets with the proposed Auzerais extension on the west and the San Antonio bridge over the Bayshore Freeway on the east.
7. The one-way couple of Almaden and Vine should be evaluated to determine if the long-range plan should encourage two-way operation in this corridor or retention of one-way operation.
8. At present, the City Thoroughfare Plan identifies Senter-13th as a major arterial. Consideration should be given to developing Senter and the 10th-11th couplet as the major corridor arterial.
9. The City Thoroughfare Plan identifies the Pine-Phelan-Ocala corridor as a major east-west arterial. This proposal should be evaluated in terms of its impact on the Tropicana Neighborhood.
10. Additional access to the Tropicana Neighborhood should be developed from the south and from the west. The location of these access routes will require careful planning and integration with the overall Land-use/Transportation Plan for the District.

### Circulation Planning Principles

Circulation planning for the District should be undertaken concurrently with land-use, environmental, and socioeconomic planning activities. Circulation planning should be geared to developing a functionally classified system of thoroughfares (including designation of a collector street system with each neighborhood) and integration of the District circulation plan with city and regional traffic circulation, bikeway, and pedestrian movement plans. The end products of the planning effort should include a functionally classified system of thoroughfares indicating rights-of-way to be protected for future street development and a staged program for making improvements to the traffic circulation system.

The following principles should be observed in developing sketch circulation plans for neighborhoods:

1. Within each neighborhood, there should be a designated hierarchy of streets: major arterials, collector-distributor streets, and local service streets.
2. Through traffic should be discouraged from using neighborhood collectors and local streets.
3. To the extent possible, off-street parking facilities should be provided to satisfy projected parking needs.
4. Thoroughfare, pedestrian, and bikeway plans for each neighborhood should minimize conflicts with the automobile whenever possible.
5. Provision for landscaping and buffering should be included in street improvement plans in order to minimize adverse environmental impacts of major highway facilities on residential areas.
6. The traffic control plan for the District should reinforce the functional street classification plan.
7. Adequate street lighting, sidewalks, pavement surface, and street drainage facilities should be provided on District streets.

## PUBLIC TRANSPORTATION

Although several existing bus routes in San Jose pass through portions of the Model Cities Area, all routes focus on the central business district. Unless Model Cities residents have destinations along these routes or in the central area, existing public transportation does not readily serve their needs. The Tropicana Neighborhood, for example, is not served by public transportation and the Mayfair and Olinder Neighborhoods are provided with very limited service. Hence, it is not surprising that less than five percent of the person trips made by Model Cities residents are made via public transportation.

A major role of public transportation is to provide mobility for the jobless, the aged, the young, the low-income groups, and the transit-dependent groups. Statistics from the 1970 Census substantiate the need for improved public transportation services within the Model Cities Area:

- Of the 16,600 in the labor force, over 1,900 were unemployed.
- Seven percent of the residents are 65 years of age or over.
- Seventeen percent of the housing units in the Model Cities Area do not have an automobile owner.
- Forty-three percent of the residents are 18 years of age or under.
- Eighteen percent of the family incomes are less than \$4,000 per year.
- During midday periods, approximately two-thirds of the housing units do not have access to an automobile for midday household trips.

The mobility needs of Model Cities residents are greatest in the following areas:

1. Transportation between residence and place of employment (work trips).

2. Transportation for midday household trips (business, shopping, recreation, medical, social services, etc.)

#### Potential for Work Trips Via Public Transportation

Of over 14,000 employed workers living in the Model Cities Area at the time of the 1970 Census:

- Six percent worked in the central business district.
- Fifty-one percent worked in the remainder of the City of San Jose.
- Thirty-four percent worked in the remainder of Santa Clara County.
- Nine percent worked outside of Santa Clara County.

The mode of travel used by these workers to commute between their residences and place of work was as follows:

- Auto driver, 75 percent.
- Auto passenger, 12 percent.
- Bus, three percent.
- Walk, five percent.
- Other, five percent.

From the 1970 Census, the automobile ownership for each occupied housing unit within the Model Cities Area was as follows:

- Did not own any automobiles, 17 percent.
- Owned one automobile, 49 percent.
- Owned two automobiles, 28 percent.
- Owned three or more automobiles, six percent.

Based on the above statistics, it is estimated that between 3,000 and 3,500 members of the labor force living within the Model Cities Area are transit-dependent, i.e., they do not possess an automobile for making daily work trips. At first, it is surprising to learn that only 400 of the 3,000 to 3,500 transit-dependent members of the resident labor force use the bus to commute to work. However, this is not really too surprising considering that bus service to the Model Cities Area is limited and focuses entirely on the central area where only six percent (784 persons) of the resident Model Cities labor force are employed.

If better public transportation could be provided between the Model Cities Area and employment concentrations, it appears likely that a greater percentage of the transit-dependent group (3,000 to 3,500 persons) and a large portion of the one-car families (6,251 households) would utilize public transportation for their daily work trips.



The Model Cities *Community Needs Survey* obtained the place of employment for more than 1,300 members of the Model Cities labor force. Figure 4 indicates the distribution of employment location of Model Cities residents. Zones 1, 3, and 9 employ the greatest number of Model Cities residents. Figure 4 also shows corridors of employment concentrations. It appears that Model Cities residents are employed primarily along the Bayshore, First Street, El Camino, Stevens Creek Boulevard, and Bascom-Winchester corridors.

Although further study is necessary, consideration should be given to providing improved transit service in these corridors. The El Camino, First Street, and Stevens Creek corridors should be able to support service throughout the day because of the retail, commercial, and government facilities paralleling the corridors.

With good transit trunk line service operating in these corridors and an effective means for transporting Model Cities residents to stations along the trunk line, it would appear possible to increase transit usage for work trips by Model Cities residents from its present level of 400 to between 800 and 1,000 round trips per day.

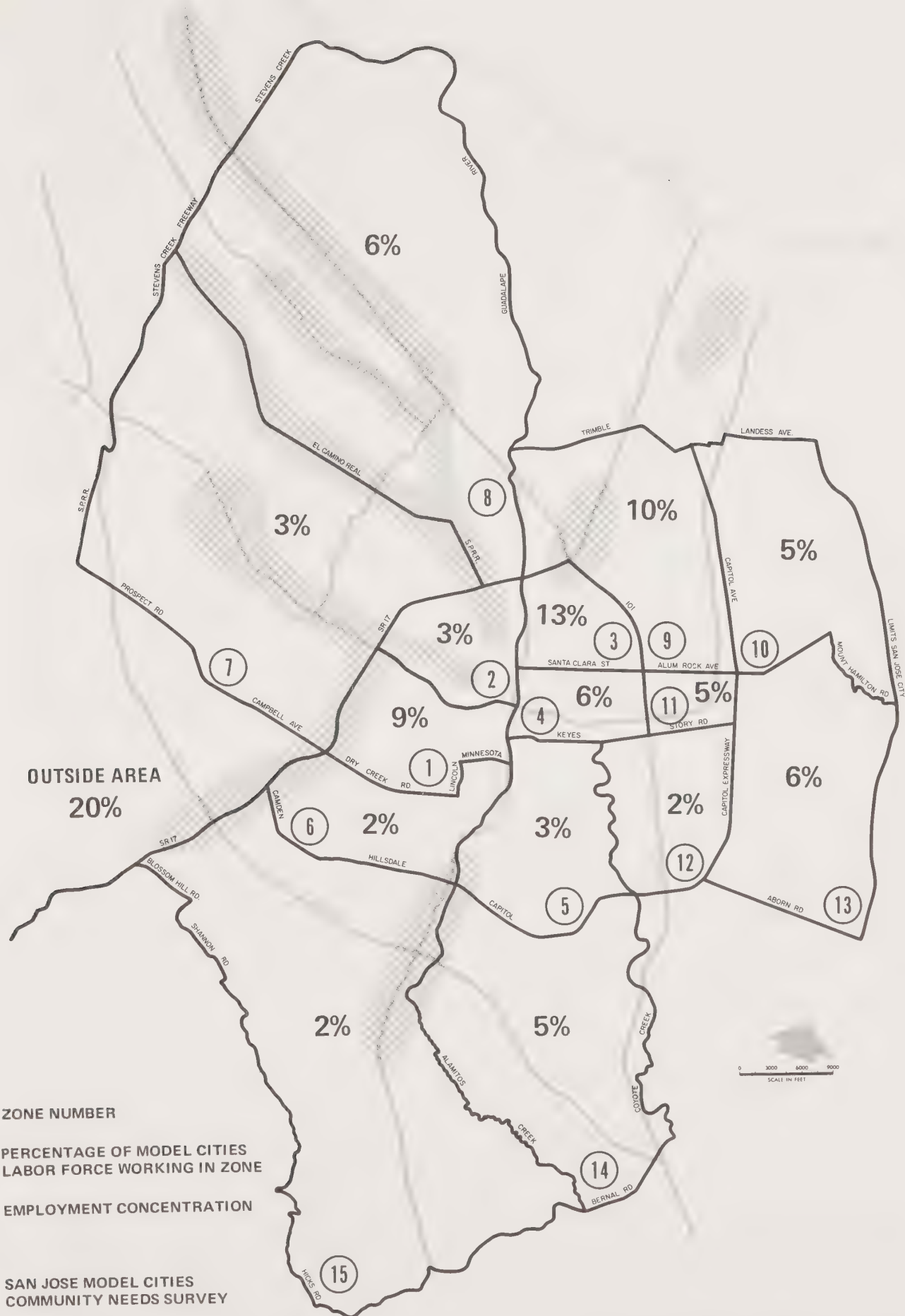
Based on the Community Needs Survey, about eight percent of the Model Cities residents now travel to work by bus, train, or taxi. About 13 percent of the Gardner residents use buses and eight percent use taxis to travel to work. Twenty-one percent of the Gardner respondents had no autos available. This is identical to the percentage of public transportation users. Table 11 compares auto ownership and public transportation statistics for each Model Cities neighborhood.

#### Potential for Midday Household Trips Via Public Transportation

In 1970, there were about 13,600 dwelling units in the Model Cities area. According to the 1970 Census, 17 percent of the families did not own an automobile and 49 percent owned only one automobile. According to the 1970 Census, about 66 percent of the Model Cities families either have no or one automobile. Assuming that 70 percent of the one-auto families use their car for travel to and from work, over 50 percent of the families in the District have no auto available for use during working hours. This means that nearly 7,000 homes are without cars during the middle of the day.

Studies of many single-family residential subdivisions in the Bay Area show that about 1.5 to two vehicle trips per dwelling unit are made by residents during working hours, exclusive of school trips. Thus, about 0.75 to one of these trips would be expected to originate from each dwelling unit. To make a conservative estimate of midday transit trip potential in the Model Cities Area, it has been assumed that 0.75 midday off-peak round trips are made per household. This means that there is a potential within the Model Cities Area for making approximately 5,000 midday round trips by transit. With a reasonably good midday transit service, it is estimated that between 1,500 and 2,000 midday round trips could be attracted to the transit system.





PLACE OF EMPLOYMENT  
OF MODEL CITIES LABOR FORCE

FIGURE 4

Table 11  
PERCENT AUTO OWNERSHIP AND PUBLIC TRANSPORTATION USAGE—  
SAN JOSE MODEL CITIES AREA

Neighborhood	Households Owning No Automobiles	Work Trips by Public Transportation or Taxis	Residents Rating of Public Transportation
Gardner	21%	21%	Good
Olinder	12	7	Fair-Good
Mayfair	16	4	Fair
Tropicana	2	0	Poor

Source: Community Needs Survey, 1972.

#### Model Cities Public Transportation Alternatives

Several public transportation alternatives should be considered for the Model Cities Area. In meeting the *work trip* needs of Model Cities residents, the following alternatives should be considered:

1. An express bus service operating between the Model Cities District and major employment concentrations and corridors located within the city and county.
2. Expanded city bus service along major employment corridors with a special Model Cities transit service which would collect patrons in the Model Cities District and transport them to a major transfer point (perhaps a transportation center near the central area) where corrections could be made to trunk routes serving employment corridors.
3. Expanded city bus service along fixed routes to all neighborhoods in the Model Cities District and improved fixed route service in major employment corridors. This concept would also require development of a major transfer point.

To satisfy the midday transportation needs of Model Cities residents, the following alternatives should be considered:

1. A fully demand-responsive transit system to serve Model Cities residents on-call. This would utilize the "dial-a-bus" concept and would operate in a manner similar to existing taxi service, except that pick-ups and deliveries could be combined in a single run.
2. A special Model Cities corridor bus service which would operate along fixed routes within the Model Cities District, but would be allowed to deviate from these routes for pick-ups and deliveries by as much as three blocks.

3. An expanded city bus service operating with fixed routes and schedules to serve the Model Cities area. This service could be supplemented by a special Model Cities bus system which would perform pick-up and delivery service at neighborhood centers, multipurpose centers, main bus route transfer points, medical facilities, and social and recreational facilities in and near the Model Cities Area.

#### Guidelines for Planning and Evaluating Alternative Transportation Concepts

The following guidelines should be used to plan and evaluate alternative transportation concepts:

1. To the extent possible, any special Model Cities bus system should reinforce and feed the city bus lines rather than offering direct competition with the city lines.
2. The transportation systems should be flexible and readily adaptable to changes in routing, scheduling, and method of operation.
3. Desirably, the equipment used to operate the overall system should be interchangeable and served by a single maintenance unit.
4. The level of service provided on the system should be compatible with the demand for service.
5. The frequency of service on the city lines should provide for a maximum of 15- to 20-minute headways during peak hours and a maximum of 30-minute headways during off-peak hours.
6. The transit systems should operate in corridors offering the greatest potential for ridership and should connect major activity centers and generators. Conversely, new traffic generators should be located, when possible, to stimulate ridership in the transit corridors.
7. Midday transit operations should be tailored to serve medical, educational, social, recreational, and shopping needs of Model Cities residents.
8. To the extent possible, public transportation service should be provided to all Model Cities residents within three blocks walking distance of their homes.
9. Convenient service should be provided between neighborhood centers and multipurpose centers.
10. In selecting a transit system, consideration should be given to the funding sources available to finance capital, operating, and maintenance costs on both a short-term and long-term basis.

#### Santa Clara County Transit District

The newly formed Santa Clara County Transit District has become the focal point for planning and implementing new public transportation improvements in the county. The Transit District recently took over operation of the San Jose-Palo Alto City Lines and

Peerless Coach operation. The District also has prepared a federal grant application to assist in the purchase of 200 new buses.

The Transit District is initiating a two-year comprehensive transportation planning program. During 1973, the planning program will concentrate on the social, economic, and environmental impacts of alternative forms of public transportation to serve the county. The second year of the planning program will concentrate on those preliminary design features relating to route location, station stops, patronage, and revenue estimates.

In developing the land-use and traffic circulation plan for the Model Cities Area, it would be desirable to have inputs regarding likely corridors for future public transportation services. However, this type of information probably will not be available from the Transit District until late in 1973 or 1974.

The Transit District has assumed responsibility for the demonstration project developed by the San Jose-Palo Alto Transit Authority. Although the U.S. Department of Transportation tentatively has approved the project for implementation, the Transit District is now evaluating the proposals contained in the demonstration.

Complete implementation of the demonstration program is estimated to cost \$3.6 million. Specific features of the demonstration include:

1. Extension of bus service to areas not now served.
2. Special service between residential areas and major employment centers and shopping centers.
3. CDAC service (similar to dial a-bus) to certain areas including that portion of the Model Cities Area south of Story Road and east of the Bayshore Freeway.
4. Reduction of bus headways on major routes from 30 minutes to 20 minutes.
5. Special programs for marketing the new services.
6. A central information center to which persons could direct telephone calls regarding public transportation services and schedules.
7. Preferential traffic signal timing to expedite bus movements along selected bus routes.

An extensive study preceded the development of the demonstration program and it would appear that several of these projects have direct benefit to Model Cities residents.

Provision of the Mills-Alquist Dedah Act (SB-325) will provide an estimated \$7.2 million per year to the District to assist in maintaining, operating, and improving public transportation service in the county. Recommendation for improving transit service to the Model Cities Area should be coordinated through the District.



## 8.

### COMMUNITY NEEDS SURVEY

As part of the District Planning Program, 1,274 residents of the neighborhood were interviewed at their homes. The interviews were designed to determine the attitude of the person being interviewed regarding a variety of topics related to the District Plan. The survey covered 9.5 percent of the housing units in the District, and all parts of each neighborhood are represented in the replies. A separate detailed report was prepared, *Community Needs in the San Jose Model Cities District*. This chapter presents an additional evaluation of the data. No attempt is made here to include all of the survey data; rather, what seem to be the key indicators have been selected for further discussion.

No absolute limits were set as bench marks for analysis; that is, no given percentage serves as a dividing point between a negative or positive response. The analysis focused on the pattern of responses in relation to other information on demography and housing and absence or presence of facilities, etc.

### PUBLIC SERVICES

The persons interviewed were asked both structured and unstructured questions related to public services. "Poor" and "fair" responses were more numerous than "good" ratings for public transportation, traffic control, police protection, parkway trees and landscaping, and both park maintenance and recreation programs. Public works deficiencies are to be corrected where they exist. These services should provide a focus for additional specific actions in the plan and program.

Table 12 shows the overall response to the structured questions related to public services. In general, residents of the East Side neighborhoods were especially critical of park maintenance, recreation, police, and transportation services. However, the overall pattern of responses in Tropicana suggests a more general dissatisfaction than in the other neighborhoods.

### COMMUNITY FACILITY LOCATION

The persons interviewed were asking to evaluate the location of nine types of facilities. Here neighborhood-by-neighborhood patterns seemed to be especially significant.

Table 12  
RATING OF PUBLIC SERVICES

Service	Percent Responses			
	Good	Fair	Poor	No Response
Recreation Programs	31	17	32	20
Traffic Control	34	29	35	2
Public Transportation	34	23	31	12
Playground and Park Maintenance	36	20	29	15
Police Protection	39	33	23	5
Parkways and Landscaping	42	25	28	5
Street Repair	54	27	16	2
Street Lighting	54	26	19	1
Fire Protection	64	21	6	9
Garbage and Trash Removal	72	18	8	2
Sewer Service	77	12	7	4
Water Service	84	10	4	2
All Services	52	22	19	7

Note: Percentages may not total 100 because of rounding.

Source: *Community Needs Survey*.

As a rule, elementary schools were considered to be conveniently located. However, residents of Gardner (46 percent) and Mayfair (40 percent) indicated a high level of "not well located" responses.

Overall, 40 percent of the respondents indicated that health and hospital facilities are not well located. Residents of Gardner (50 percent) and Tropicana (54 percent) were major contributors to this result.

Mayfair (49 percent) was the only neighborhood in which a high percentage of residents considered the library "not well located." (The other neighborhoods have some library facilities, although the Olinder Library is well below the space and volume standards of the Library Board.)

As for child care centers, reaction was divided equally overall between "well located," "not well located," and no response. This probably reflects the distribution of respondents with preschool children.

Parks and recreation areas drew the heaviest "not well located" response: 45 percent overall, with Mayfair and Tropicana slightly above average.

About one in three Gardner residents indicated that both parking and welfare services are

not well located. Responses in other neighborhoods were substantially lower, percentage-wise, with a high number of "no responses" regarding the location of the welfare agency in all neighborhoods except Mayfair.

## COMMUNITY SERVICE BUILDING

The original Model Cities Application mentioned the possible need for a community service center. A group of questions sought to determine what services would be desirable in such a facility. Ranked in order of frequency of responses indicating the service would be used, the answers were as follows:

Medical Clinic	77 percent
Recreation	76 percent
Job Training	68 percent
Adult Education	68 percent
Information Center	67 percent
Legal Counseling	61 percent
Day Care	56 percent
Welfare Counseling	48 percent
Senior Citizens Center	45 percent

These results are interpreted as not only suggesting a strong desire for a place where delivery of services would be focused, as represented by a community center, but they are also strongly indicative of service needs as perceived by the respondents.

## HOUSING DATA

A series of questions on housing was asked. While this section of the questionnaire proved most difficult to interpret, the following broad conclusions seem valid.

- There is a view, especially among Tropicana residents, that they would prefer another East Side or suburban location. (However, the unstructured responses suggest some recognition of advantages in relation to employment locations.)
- Tropicana's residents presently renting generally prefer to be homeowners (56 percent).
- There is a general openness (61 percent) to the idea of more subsidized housing.
- The elderly are relatively invisible as a group. When asked, "Do problems of the elderly receive enough attention?" two out of three respondents had no opinion.

## RATING OF PLANNING POSSIBILITIES

The thrust of the next series of questions was to determine resident opinion on priorities of various types of facilities. The ranking of the "most needed" facilities was as follows:

Parks and Recreation	56 percent
New Industry	46 percent
Medical Facilities	46 percent
Low-income Housing	44 percent
Housing for the Elderly	38 percent
Moderate-income Housing	37 percent
Shopping Areas	19 percent

This data seemed to be consistent with other information, except for shopping areas. The Gardner and Olinder areas are short of convenience goods shopping facilities, yet these did not rank high as "most needed" even in these two neighborhoods.

## PROBLEMS-SOLUTIONS

Five problems were posed for those interviewed, and each person was asked to indicate the most important step which might be taken to alleviate the problem. Respondents also could indicate whether they believed the problem existed.

*Recreation.* The majority of responses (23 percent) indicated a need for more playgrounds, especially in the East Side neighborhoods. There also was a view (20 percent) that better programs and more supervisory personnel are needed in the East Side.

*Health Facilities.* The question was framed in terms of the difficulty encountered in reaching existing facilities. Forty-two percent of the respondents indicated "no problem" or "no response." Of the remainder, fully one-third (24 percent of all responses) said a clinic or hospital should be situated in the neighborhood. (Mayfair was well below average on this point.)

*Classrooms Supply.* With a 70 percent response indicating a problem, most responses (36 percent) believed new schools should be constructed, and many (29 percent) believed existing schools should be expanded.

*Need for More Jobs.* Again, with a nearly 70 percent response, the most responses (30 percent) were in terms of the need for job training. Public transportation as a means of solving the problem was rated especially low (six percent).

*Hazardous Streets.* Thirty-one percent indicated a need for more traffic signals or stop signs. Ranking next were more police patrol (19 percent), sidewalk improvements (12 percent) especially in Mayfair, and lowering speed limits (10 percent).



## 9.

### SOCIAL RATIONALE

The foregoing chapters have set forth various problems and opportunities identified during the background studies phase of planning. The focus of this chapter is the potential impact of the District Plan and Program on people within the District.

### PHYSICAL UPGRADING

It is the consultant's conclusion that the four neighborhoods should be retained as basic residential areas. In terms of subareas, Gardner North, Gardner North Extension, and Olinder Industrial Area are going through transition which would either remove or radically alter all existing housing. Three additional subareas are substantially deficient in housing quality: parts of North Mayfair, some of which are under the NDP, part of South Gardner, and parts of Olinder. However, the need for environmental upgrading is necessary also. Basic to the plan and implementation program, then, are the following:

1. Physical upgrading of streets, sidewalks, curbs, and street lighting.
2. Alteration of traffic patterns to reduce the adverse effects on housing and to reduce or eliminate traffic and pedestrian hazards.
3. Elimination of deficiencies, through the removal of the structures in critically deficient condition, and rehabilitation of others where required. Because the income level of many homeowners is quite low, special assistance programs such as those formerly available under NDP will be needed widely in the District.
4. Utilization of some existing vacant land to create a more attractive visual character in the various subareas of the District.

The basis for efforts leading to a physical upgrading is the objective that the Model Cities District become a more desirable place in which to live, not only to residents but also to "outsiders." With proper application of the city's policies for equal opportunity in employment, the substantial public investment required should lead to an increase in the employment of Model Cities Area residents.

## TRANSPORTATION

Data in the chapter on transportation and traffic demonstrate a clear-cut need for a public transportation system. Such a system would have a beneficial impact on the following:

1. One-car households with two or more persons in the labor force.
2. Housewives and the elderly to whom access to public services, health facilities, cultural and recreational opportunities, and shopping is greatly constricted.

## SPECIAL NEEDS GROUPS

### Unemployed and Underemployed

As of 1970, the overall unemployment rate was nearly 12 percent. While women number only about one-third of the work force, they had an overall unemployment rate of 17 percent. About 20 percent of the male workers had incomes of less than \$3,000 in 1969; almost half of the women were in this category.

Through two questions on the subject, the Community Needs Survey identified a significant awareness of the role played by job training. Given the scale of the problem in San Jose, there is an evident need for continued job training beyond the projected life of the Model Cities Program. Despite the generally favorable economic forecasts for Santa Clara County, the effectiveness of the plan's proposals for transportation and land-use will hinge on the success of such programs in moving the unemployed into jobs and the upgrading of those only now partially employed.

### Women Workers

Although females are included in the situation discussed above, there are characteristics of their role which require additional consideration. Female heads of households require additional services. At present, four day-care centers are operated in association with the Model Cities Program. The success of job training and job recruitment for females is dependent on the availability of such services.

### The Elderly

This group seems to be somewhat hidden from public concern. However, as of 1970, some 4,140 persons aged 60 years or over lived in the District, slightly more than 10 percent of the total population. These elderly persons were distributed as follows: Gardner, 1,840; Olinder, 1,064; Mayfair, 910; and Tropicana, 326. There are no special facilities for the elderly in the District. The survey results from the neighborhoods with large proportions of elderly suggest a special need for recreation opportunities.

The District can be expected to continue to be the place of residence for the elderly, attracted by the availability of small units and relatively low-cost housing.

## FUNCTIONAL NEEDS

### Employment Opportunities

In addition to the need to prepare neighborhood residents for employment, the current overall effort of the city includes the proposed Olinder Industrial Area. While the proposal by Economic Progress for All, Inc. is still taking shape, it should be recognized that this is one of the very few attempts to start with raw land in formulating a job creation program. It offers a good opportunity to increase employment in proximity to the present homes of the unemployed, and should be encouraged.

### Health Needs

Demographic and income data suggest the District has a relatively high health care need. There are no doctors practicing in the District. Two out-patient facilities (in Gardner and near Mayfair) are in operation. However, three out of every four respondents to the survey indicated they would use a medical clinic if one were available. Other questions related to health facilities also received responses indicating a relatively high awareness of the problem of access. Because such needs apparently affect all age groups and neighborhoods, health care is a pervasive problem throughout the District.

## NEW SPECIAL-NEED FACILITIES

### Community Service Center

An analysis by the consultant resulted in an endorsement of the Community Service Center previously suggested. Ideally, it would be centrally located and designed to deliver a broad range of social services to individuals and families. Co-location of various service agencies in a single building, with central administration and utilization of Model Cities residents in the management and operation of the Multipurpose Center would be the major objectives of such a facility.

The core of the Service Center should be a clinic and information center. The emphasis should be on comprehensive outpatient care providing high-quality diagnostic, therapeutic, and preventive medicine. The Center could also provide a base for personnel training in the health care field.

It is imperative that such a Center be located on the public transportation network. Potential sites include redevelopment in Gardner North and the old Roosevelt School site on Santa Clara Street.

Space could be allocated for the following:

1. Examining Rooms
2. Dental Clinic
3. Auxiliary Service
4. Clinical Laboratory
5. Pharmacy
6. Health Education
7. Social Services
8. Day Care
9. Drug Education

Job training and employment services are additional types of activity that need concentration. These also could be housed in the Multipurpose Service Center, or in a separate facility (as has been discussed for the Olinder Industrial Park).

Special recreation needs, as for the elderly, and day-care services also are needed and could be concentrated. However, further study might indicate that these services could be better organized and utilized on a neighborhood basis.

#### Outreach Facilities

An Outreach Facility should be located within each Model Cities Neighborhood as a local arm of the Multipurpose Service Center to provide intake and outreach services for residents on matters of health, employment, training, recreation, welfare, and housing. Each facility would be manned by professionals such as registered nurses, social workers, and paraprofessionals. The latter would be selected from the Model Cities Neighborhood and given intensive exposure and training based on the type of service needed.

The paraprofessional staff would have to be well-informed about the whole spectrum of public and private service agencies and would perform the following services:

1. Inform people of the services available, and refer them to the proper source.
2. Perform elementary screening.
3. Answer questions.
4. Handle paperwork.
5. Make appointments for clients.

While the paraprofessional staff would handle the routine cases, the more difficult cases involving individuals or entire families would be handled by the professional staff. For a multi-problem individual or family, a team diagnosis might be made, a comprehensive service plan worked out, a schedule of appointments developed, and an assignment made for



subsequent case management, including referral adequacy and periodic follow-up. Referral for specialized services would still be made to service agencies at the several locations and to the Service Center. Strong ties to the Service Center will be essential to assure availability and continuing services for a particular family or individual. In addition, the Outreach Facility would provide an opportunity for unified intake, application, and eligibility procedures.



## 10.

### DISTRICT PLAN OBJECTIVES

The primary objective of the District Plan and Program is to retain and strengthen the neighborhoods as places in which to live. This implies upgrading of the physical setting and environment. At the district scale, the following enumerated objectives seem applicable:

1. *Protection.* Sound residential areas should be protected and improved; blighting influences should be removed or ameliorated. Incompatible land-uses should be removed or effectively segregated.
2. *Cohesion.* The subareas within a neighborhood should be tied into a single unit; pedestrian linkage should be improved.
3. *Transition.* Areas of transition from residential land-use to other uses should be planned in terms of the effect on the residential areas.
4. *Open Space.* Given the built-up character of the neighborhoods, maximum utilization should be made of public open space as a means of providing visual character and environmental protection to residential areas.
5. *Street Classification.* The street system should be modified to provide a hierarchy of streets to segregate neighborhood and through traffic.
6. *Transportation.* A public transportation system more nearly meeting the needs of the District should be introduced on an interim basis pending operation of a county-wide system.
7. *Housing.* Within the context of a citywide program to provide adequate housing for low-income households, the District should move toward a greater mix of housing types and costs.
8. *Watercourses.* The potential of the Guadalupe River and Coyote and Silver Creeks should be realized through their use as open space and intra-neighborhood pedestrian connections.

The level of detail for each neighborhood plan should be determined by the range of economically achievable approaches to the problems as identified and by the selection of preferred approaches by the Neighborhood Assemblies.

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